

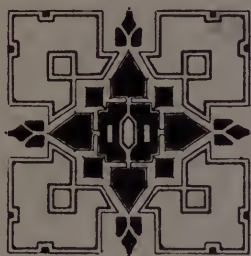
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QUARTERLY

APRIL 1925

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QUARTERLY

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QUARTERLY

VOL. I

APRIL, 1925

No. 1

EDITORIAL

CITY PLANNING IS COÖPERATION

CITY PLANNING is the job of the whole community. City planning of some sort is going on whether we know it or not, whether we wish it or not. Every man who determines the shape or the use of anything in a city is to that extent a city planner.

But if we plan each for himself alone, we are like plants springing up too thickly and without choice of soil, each using most of its force in struggling with its neighbors and with bad conditions, rather than in producing its own fruit and its own beauty. So when we say good city planning, we mean merely our best reasoned attempt to give every city activity a fair chance, with the least number of misfits and the least amount of wasteful competition.

Our present way of living in this country is not an invention, it is an evolution. It has come to its present state through many centuries of experiment. It is far from ideally perfect, but on the whole it works.

We should test our proposed improvements and regulations, then, by the question: will they work? That is, will they work, human nature being what it now is, and will they work as a part of the great experiment in government to which we are now committed, and which has not yet reached the limit of its useful growth.

No one man can answer even his own particular question from his own experience alone. Each specific problem is a part of the problem of our whole civilization. A city planner, therefore, is not a godlike person who from his infinite wisdom vouchsafes remedies for human ills. Rather is he an erring and humble man, doing his best to record the tentative necessary decisions of a large number of his fellows on common affairs. These decisions will be good just in proportion as they make use of all the knowledge in the whole community, wherever found.

* * * * *

This magazine is published in the hope that it may provide a place where city planning progress may be recorded and new ideas discussed, so that each one of us may find something useful to himself in the experience of others, and contribute something from his own experience for the common good.

DEPARTMENT OF COMMERCE
OFFICE OF THE SECRETARY
WASHINGTON

January 20, 1925.

Mrs. Henry V. Hubbard,
Cambridge, Mass.

My dear Mrs. Hubbard:

I have your letter informing me of the establishment of CITY PLANNING as the official organ of the National Conference on City Planning and of the American City Planning Institute.

I am a firm believer in city planning as a means of eliminating waste, raising living standards, and of achieving higher standards of community life. Good city planning is one of the first obligations which we owe to the future as part payment of our debts to past generations. I hope that CITY PLANNING may serve a useful purpose in this most essential field.

Yours faithfully,

HERBERT HOOVER

PERSEVERANCE IN CITY PLANNING

By CHARLES H. WACKER
Chairman, Chicago Plan Commission

DURING the fifteen years that I have been chairman of the Chicago Plan Commission, it has naturally been my good fortune to come into contact with most if not all of those interested in the American city planning movement. From all the intercourse which I have had with other city planners one fact stands out pre-eminently in my mind; and that is, that as a general rule the fundamental necessity of persistency in city planning effort is not appreciated at its full worth by those interested in municipal betterment.

Practically everyone realizes the value of having a good city plan; one that is comprehensive, carefully worked out, and a scientific solution of the problem how to secure orderly, harmonious and economic physical development. In fact it is axiomatic that the very first essential for proper city growth is that sort of city plan. But just the fact that such a plan exists is not in itself all-sufficient for city planning accomplishment. The second fundamental is, in the language of our commercial friends, to "sell" the plan. It must not only be sold to the municipal officials and resold every time these officials change as a result of elections, but it must also be sold to the people. They must first be convinced that the plan is good; next that it is necessary; and finally, that they want the benefits that will accrue from carrying out the plan more than they want the money it will cost them to make the improvements proposed in the plan.

Enthusiasm and support are easy to arouse and win in the beginning when a plan is being formulated, and even in the early days when the whole plan or any feature in it is offered for public approval. It is often possible to accomplish many improvements before the first blush of enthusiastic effort has worn off. Unfortunately, however, the larger improvements cannot as a general rule be accomplished so easily.

They must meet and overcome the obstacles of public and official indifference and inertia; of political expediency; of personal selfishness; and often of sectional, religious or racial prejudice.

These large-scale improvements must surmount the barriers of legal opposition and financial expense. Lack of available funds and limitation of indebtedness cause city officials to hesitate about making huge capital expenditures for civic improvement, and property owners are often more opposed to special assessments than they are favorable to projects which cost them money, even though producing undeniable benefits. It has often been my observation that city planning projects in this country go along rather smoothly up to the point where some one has to dig down and pay for them. That's where the real trouble starts, and that situation marks the end of many a worth-while city planning undertaking.

Judging from my experience plus the knowledge gained from others in similar effort, I would say that success can be attained only by insistence upon continuity of effort. One by one obstacles must be overcome, and this can be done only by sticking everlastingly at it with bull-dog determination. If I could convey a message to every city planner in the United States, I would rather impress upon his mind the importance of never ceasing his effort than anything else I could tell him.

To illustrate what I have in mind let me cite the case of the La Salle Street improvement in Chicago. This \$15,000,000 street widening was recommended by the Chicago Plan Commission after two years of study. When a public hearing was duly held by the Board of Local Improvements, a protest against the improvement signed by the owners of 90% of the frontage affected was filed with the Board, thus automatically holding up the entire proceedings for one year. I should say here that the construction of a bridge across the Chicago River at La Salle Street is an integral part of the improvement of the street. In fact, without the bridge the widening could not be made, and the Federal Government refused to grant permission for its construction!

It might seem that a condition such as this would justify any city planning body in admitting defeat and directing its attention to something which held out better assurance of success. On every hand it was freely predicted that the La Salle Street improvement was dead beyond resurrection.

Yet following its practice of never letting up the Chicago Plan Commission continued its fight, with the result that today the 90% opposition on La Salle Street has been transformed into an 80% majority desiring the improvement; the Federal Government has granted permission to construct the bridge; the Board of Local Improvements has held its public hearings and approved the necessary ordinances; and these ordinances have been passed by the City Council, so that the condemnation suit to acquire the property for the widening can be commenced in court within the near future. Surely this bit of city planning experience should encourage any city planning body to adopt "persistency" as one of the words in its slogan.

IDEALS OF THE NEW YORK REGIONAL PLAN

By THOMAS ADAMS

General Director of Plans and Surveys
Regional Plan of New York and its Environs

WHAT the planners of New York have to work towards is the ideal set before them by the late Charles D. Norton. In his words this ideal is to develop "a plan of great beauty which shall represent in the broadest way all interests in the whole community, and which shall realize to the maximum the economic and social values of this great world capital and port".

The aspiration of the men who have inherited the leadership of Mr. Norton is to realize his aspiration; and those of us who are working under this leadership have no illusions as to the greatness of our responsibilities in trying to attain the ideal that has been set as the goal of our accomplishment.

When Elihu Root said at the foundation meeting of the Plan that a city was a growth, and that it was the object of a plan to give intelligent direction to this growth, he indicated both the importance and the complexity of the problems of city planning. Those who are engaged in the task of city or regional planning require to give more consideration to the dynamic forces that operate continuously in moulding the development of the city or urban region. Whether an ideal is attainable or not, depends on our recognition of the social and economic elements that enter into all phases of physical growth. To limit our ideal to that of carrying out physical improvements means that however successful may be our accomplishments in the matter of technical presentation of our proposals, or even in promoting sporadic and piecemeal improvements, we shall not have achieved the main purpose of planning the city of the future.

Our ideal in New York must be to plan for that which is good and sound and practical, having regard to the elements of growth and the human actions and reactions that are met at every step in the operation. The quality of the ideal we attain will depend on our power, as city planners, to create, and on our recognition of the value and limitations of that power; on our understanding of the right objectives; and on our ability to persuade others to seek the achievement of these objectives and arouse the spirit of the city. In a limited sense only will it depend on the essentials of expert knowledge and technique.

Because cities are growths, plans are growths, and no plan can ever reach a stage which can be regarded as finality. Planning in New York must be continuous as long as the city expands and has to face conditions of change in regard to function and movement. Therefore in New York, as elsewhere, we can never attain our utmost conception in our plans; we can only work towards them with unremitting energy, with the exercise of such foresight as we possess, and with adherence to such principles as we conceive to be sound.

SURVEY OF CITY AND REGIONAL PLANNING IN THE UNITED STATES, 1924

By THEODORA KIMBALL HUBBARD
Hon. Librarian, American City Planning Institute

(For the List of Plan Reports for 1924, see page 65)

MORE generously than ever before news has been sent from all over the country for the Annual Survey, perhaps because this year it appears in the first issue of CITY PLANNING.* The abundance of interesting items—far more than could be used in the allotted space—augurs well for the quarterly “Progress” department of the new magazine. It is gratifying that many of the items relate to legislation, enacted or proposed. Even the set-backs to the movement in the form of adverse court decisions or sometimes political deadlocks are being used as incentives to start over again on the right legal basis. The legislative history** of the year 1924 will be found covered in a separate review by Frank B. Williams, Esq., on page 52.

For the first time we are using illustrations with the Survey. The Indiana state map, we hope, begins a series which will be compiled ultimately to cover the whole United States. Were the inactive states to be shown in solid black on a map of the country, as on the monthly business maps issued by the Chamber of Commerce of the United States, from the news at hand for 1924 there would be only six black states. Twenty-one states would be marked in gray to show that the condition of city planning was only fair, and twenty-two states—California, Connecticut, Delaware, Florida, Illinois, Indiana, Iowa, Kansas, Maryland, Massachusetts, Michigan, Minnesota, New Jersey, New York, North Dakota, Ohio, Pennsylvania, Rhode Island, Tennessee, Texas, Wisconsin, and the District of Columbia—would be white to indicate that business was active.

Up-to-Date Cities.

The roster of cities and towns from which there has come some kind of city planning news in 1924 is about three hundred and fifty, a hundred more than in 1923. Over sixty of these places had a population less than 5,000, over thirty between 5,000 and 10,000, over eighty from 10,000 to 25,000, over a hundred and ten from 25,000 to 100,000, while fifty-seven were among the sixty largest cities. The 1924 figures from the National Conference on City Planning indicated that there were some three hundred city planning and zoning commissions in the country,

* The series of Surveys began in *Landscape Architecture*, covering from 1910 on, in the April issues of 1912 and 1913, and the January issues of 1915, 1918, 1920, 1921, 1922, 1923, and 1924. No attempt has been made in the series to include the important field of housing, because this is covered so fully and so well by Mr. Lawrence Veiller in the files of *Housing Betterment*. Acknowledgment is here made to the many officials and consultants who have contributed information for this present Survey.

** For suggestions as to future progressive legislation see the article by Mr. Bassett in *American City*, December, 1924.

most of which were active. Last June the weekly *Public Works* published replies to questionnaires which included information on city planning commissions, and the *American City* in conjunction with the National Conference on City Planning has an extensive questionnaire under way which may increase our count.

These statistics go to show that official recognition of the practical value of city planning has become widespread. Because planning is already successful in many communities, others are emboldened to undertake it, or in a spirit of competition afraid to be left behind. Groups and interests formerly unconvinced or antagonistic are often turning into leaders. The realtors of the country are backing the movement more strongly than ever. The City Planning Division of the American Society of Civil Engineers has been conducting an instructive series of meetings, with valuable published proceedings. Programs of the National and State Municipal Leagues, the American Society for Municipal Improvements, the Chamber of Commerce of the United States, the National Automobile Chamber of Commerce, have all included city planning as an established municipal responsibility. In addition to the splendid work for zoning carried on by Secretary Hoover through the Division of Building and Housing, he was responsible for calling the National Conference on Street and Highway Safety and appointing a City Planning Committee as one of its eight subdivisions. That Secretary Hoover, commanding the confidence of the country, is to continue his headship of the Department of Commerce, leads us to hope that he may during this term establish the collection and dissemination of city planning information as an organized function of the federal government.

Foreign recognition of American achievement in city planning comes this year with the holding of the International Town Planning Congress in New York. We have learned much by participation in the European meetings, and we hope that our friends from across the seas will be repaid by seeing in process of expression what we have learned and what we have evolved under our more individualistic tradition.

That we do not lack boldness must be apparent in such recent regional projects as the Detroit Super-Highway Plan, reaching far out into the undeveloped suburban territory with 204-foot thoroughfares, the great inter-state and county park schemes of New York State, the waterfront reclamation and Michigan Avenue achievement in Chicago, the huge bond issues recently voted by the citizens of St. Louis and Philadelphia, the port development of Baltimore and of Seattle, the studies of the Regional Plan of New York and the Port of New York Authority, the rehabilitation of our Federal City, the many new industrial and residential towns and large land subdivisions under construction. That we do not lack ingenuity and patience must be evident from our civic publicity campaigns. Known as a nation of advertisers of goods, we may become equally known as salesmen of ideals.

Outstanding Developments.

In the record of events during 1924, the success of the transportation plan for Louisville, Ky. (Technical Advisory Corporation) deserves mention, the city and the railroads having completely assured its carrying out. In Philadelphia, following the opportunity offered by the Broad Street fire, the Pennsylvania Railroad has shown great public spirit by its new terminal plans; and the citizens of Philadelphia have followed up their liberality of last year by bond issues totalling \$40,000,000 voted November 4, 1924, including the initial steps in reclaiming the Schuylkill banks for public recreation.

As a result of the intensive campaign begun in 1913, Washington, D. C., has an official Capital Park Commission with funds appropriated by Congress to undertake a park program. Before 1925 shall have passed it is hoped that a Federal City Planning Commission may be also authorized by Congress. The State capital of Arkansas, just possessed of an interim zoning ordinance, has hopes of culminating its years of spasmodic agitation for the execution of a comprehensive plan by the passage of enabling legislation drafted in 1924. In Dallas, Tex., the Kessler Plan of 1911 has been revived by a strong association growing out of the Dallas Property Owners Association.

Jacksonville, Fla., has a new city plan commission of which the secretary is the chief sanitary engineer of the State Board of Health. With the official adoption of the major street plan by Chattanooga, and progress in carrying out almost every phase of the plan of Memphis, adopted last year but just published in admirable form (Plan Commission-Bartholomew), the State of Tennessee comes to the fore. The publication of its Plan by Springfield, Mass., in a really notable volume makes freely available to all an account of the methods employed by the Technical Advisory Corporation in the exhaustive surveys on which the plan is based. Progress in carrying out a number of recommendations is reported.

A bond issue of \$5,000,000 just voted by Los Angeles covers the city's share of the cost of a group of primary projects in the Traffic Commission's Major Traffic Street Plan,—the plan itself an important contribution to our understanding of traffic problems in this country. The St. Louis Civic Center has been finally approved. Milwaukee continues substantial progress under the guidance of the Board of Public Land Commissioners, whose powers will repay study. It is stated that this Board last year made reports on 120 zoning cases, 150 street and alley widenings, 100 new plats, and 250 miscellaneous projects. Denver has a plan, a zoning ordinance in progress, and great public interest. Rochester, N.Y., has opened a new central street effecting a saving of twenty-seven minutes in getting across town. Buffalo has taken the first step in the development of her administrative center at Niagara Square and is coöperating in the great Niagara Frontier planning enterprise. Chicago has actually started construction on the South Water Street two-level improvement and is able to report further that as a result of fifteen years of effort by the Chicago Plan Commission, fifteen of the principal features of the

Plan are completed or assured, involving an expenditure of over \$350,000,000. To insure future successes Chairman Wacker has sent out an "S O S to the Public-Spirited Citizens of Chicago" for increasing the borrowing capacity of the city in scale with that of the other large cities of the country.

During 1924 the science of city planning has sustained great losses in the deaths of two of our most eminent engineers, the late Nelson P. Lewis, of New York, and the late Professor George C. Whipple, of Harvard University. Both have left behind a permanent and substantial contribution in the form of writings and of experience translated into public works, but their personal leadership will be hard to replace.

Convincing the Public.

The educational campaign conducted in Evansville, Ind., by the Executive Secretary of the City Plan Commission (Mr. R. W. Blanchard) is full of interest. Following comprehensive studies by Mr. Bartholomew, the Commission laid successive features of a city plan before the public in an unusually good series of newspaper articles. A cartoon from the *Evansville Courier and Journal* is reproduced herewith. Actual progress on the establishment of the plan in undeveloped areas has been made without cost to the city by the coöperation of real estate subdividers.

Indiana is emulating Ohio in state-wide city planning activity. The recently-formed Indiana City Planning Conference had a successful second meeting at Purdue University in April, 1924. Largely as a result of interest aroused by these state conferences, the number of plan commissions in Indiana has been increased to eighteen. Professor Lommel, Conference secretary, is preparing a city planning primer, for use in high school civics classes in the state, to be presented before the 1925 Conference meeting at Evansville. Individual members of the executive committee of the Conference have been active during 1924 in giving city planning talks to various organizations throughout the state.

In Texas, Dallas has been leading a strong educational movement to secure adequate state city planning legislation from the 1925 legislature, having interested the new Governor, Mrs. Ferguson, in preliminary conferences held after her election. The publicity being afforded the Kessler Plan of Dallas soon to be republished by the Kessler Plan Association has already been mentioned. The coöperation of City Commission, City Plan Commission, Real Estate Board, and local associations has been secured to study the scientific development of every part of Greater Dallas; and a circular has been issued headed "Kessler Plan Program" asking for citizens' suggestions as to priority features of the plan to be pushed in the near future. Certain features already selected for concentrated effort have been illustrated and explained in the Association's Bulletin and the *Dallas News*, long the supporter of city planning.

Under the auspices of the Wisconsin Conference of Social Work a state-wide "Better Cities Contest" was initiated in 1924. The series of "scoring schedules" includes one for "town planning, zoning, and city beautiful". Prizes for larger and

Zoning Will Prevent This



Courtesy of Evansville Courier and Journal

**A Cartoon used in the Zoning Publicity Campaign
at Evansville, Indiana**

smaller cities will be awarded for the highest scores. It is expected that the contest will help to produce an inventory of municipal improvements in the State of Wisconsin and a spirit of friendly rivalry in remedying deficiencies.

In Massachusetts there have been several clever and successful zoning campaigns. The Boston City Planning Board staff, working with Mr. Arthur Comey as zoning director, and a large citizens' Advisory Board, produced a series of effective publications*, backed up by talks, hearings, and good newspaper publicity, which resulted in the passage of the zoning ordinance. In the small city of Melrose, some of the survey map making was done by public school classes in civics. (See article by the Chairman of the Zoning Committee, Mrs. Osgood, in *American City* for December, 1924). At the same time prizes were offered to pupils for the best essays on zoning. In the residential town of Dedham the chairman of the Planning Board, Mr. Kimball, prepared a zoning supplement to the local newspaper which could well serve as a model for other communities.

In New York City, a novel enterprise has borne fruit in a little text-book, "Our City—New York", prepared coöperatively by pupils in high school civics classes under the direction of Mr. Frank Rexford, with a creditable section on City Planning and Civic Beauty.

The continued educational work by the Chicago Plan Commission, the Buffalo City Planning Association, and the Pittsburgh Citizens' Committee makes them always sources of general information and inspiration. The enterprise of the Rochester (N. Y.) City Planning Bureau in having the five-year report of its activities (see later) put in thoroughly readable form by an author of repute is a suggestion to cities where reports are prone to go unappreciated because unread.

Those who have not yet studied the paper "The Importance of Citizens' Committees in securing Public Support for a City Planning Program", by Mr. Nolen, given at the Los Angeles meeting of the National Conference on City Planning in April 1924, will find much food for thought in the quotation, "Did Paul Revere make history, or did Longfellow?"

Regional and State Planning Work.

The Regional Plan of New York celebrated its second birthday in May 1924, by a regional traffic conference and a dinner at which the two years' progress was summed up.** The series of surveys completed comprise economic, housing and recreation studies besides some 200 engineering studies and legal investigations of great importance. A recently formed division of Public Relations endeavors to assist communities with local problems and promote a spirit of coöperation, of which there is encouraging evidence.

The realization of a regional plan in the Boston District is dependent on greater coöperation among local officials. It is significant that Massachusetts state officials concerned in active planning work are organized in the Metropolitan

* These are reviewed in the Boston final zoning report. In their original form they are also most instructive to other cities conducting campaigns.

**See statement of ideals of the Regional Plan of New York by Mr. Adams, General Director of Plans and Surveys, on page 5.



Courtesy of Raymond W. Blanchard, Executive Secretary

Planning Division, thus linking together regular departments which in many other states still act independently. This division, advised by Mr. Arthur Shurtleff, has recently prepared important plans for traffic arteries which will require regional support. Likewise Philadelphia is the heart of a regional project embracing the Tri-State Metropolitan Area. A citizens' committee reported in November 1924 as to a preliminary survey of the problems of the district which embraces over 200 governmental units within 25 miles of Philadelphia on both sides of the river. As a result of the committee's good work there is being formed a Tri-State Federation, of which the first conference will be an important event of 1925. A regional report for Chicago has been issued. A movement has developed for regional coöperation between St. Paul and Minneapolis.

The Detroit Metropolitan area is being studied to secure more administrative unity in the far-reaching plans for Greater Detroit. Much has already been accomplished towards the establishment of the plans. Milwaukee's regional work continues. The Los Angeles County Regional Planning Commission has progress to report in the application of the "Interlocking Specifications" drawn up in 1922, and a splendid record of regional coöperation of officials, engineers, special committees, and others.* Under the auspices of the Commonwealth Club a similar movement is under way for the San Francisco region. In Ohio there is a new official county planning commission, emanating from the planning activities of Toledo, appointed April 1924, for Lucas County. Trumbull and Cuyahoga counties secured Planning Commissions before the close of 1924. Passaic County (Paterson), N. J., is organizing for regional planning.

One of the most noteworthy regional achievements of the year is the formation of the Niagara Frontier Planning Association, a voluntary body but including important local officials. Without waiting for the necessary enabling legislation now being sought by the Association, by mutual agreement a Niagara Frontier Regional Planning Committee has been formed, the members appointed by six common councils and twenty-two village boards, and the Boards of Supervisors of Erie and Niagara Counties. This success has inspired the Albany Capital District to undertake an Association to be heard from in 1925.

New York has now a strong State Federation of Planning Boards, formed at a Conference in Buffalo in June, 1924, under the auspices of the Bureau of Housing and Regional Planning presided over by Mr. Clarence Stein. The Bureau issues a Bulletin now graduated into printed form and is the moving force in the regional associations in process of formation. The Bureau's older neighbor, the Massachusetts Division of Housing and Town Planning, is very active, its field agent Mr. Hartman is giving local aid, and the bulletins of the Massachusetts Federation of Planning Boards for 1924 are of great practical value. At the Federation's annual conference held at Worcester 37 out of 76 planning boards reported.

The sixth Ohio State Conference on City Planning at Columbus, also in October, reported 23 Ohio municipalities with planning commissions, besides the county commissions already mentioned, 12 cities with plans completed or in prepara-

* See also account by Mr. Pomeroy on page 49.

tion, and 12 cities with zoning ordinances in effect. Recent word from the Conference Secretary, Miss Rumbold, indicates an important law extending benefit assessments on the calendar for 1925. Indiana, referred to above, is making a fine start to overtake Ohio in state-wide interest. Iowa has a splendid record for the year, of meetings, city planning and zoning work initiated, and an association monthly bulletin edited by the Secretary, Mr. Wallis, which is of far more than local use. The League of Kansas Municipalities is actively interested in city planning. The California Conference on City Planning, meeting with the League of California Municipalities, is alive but itself somewhat dormant, overshadowed by the regional associations. Pennsylvania activities have received a setback in the drastic curtailment of appropriations for the valuable work of the Bureau of Municipalities, which it is hoped the new year will see remedied.

State programs involving large planning problems should be especially noted for 1924: state and county park systems in New York; roads in Connecticut following the Highway Survey; forests in Connecticut and Massachusetts; highways in New Jersey, especially as affected by the New Hudson tunnel; and Giant Power in Pennsylvania, where a new feature was coöperation from a committee of the American Institute of Architects (Mr. E. H. Bennett, chairman) in considering certain esthetic aspects of power development.

Comprehensive City Plan Reports.

The report to the Springfield Planning Board by the Technical Advisory Corporation, with Mr. Olmsted as special adviser, is a mine of technical information and a monument to the enterprise of the Board. The notable report to the Memphis City Plan Commission by Mr. Bartholomew begins with an interesting organization chart, and contains chapters on legislation, finance, and origin and distribution of L. C. L. freight which should be especially remarked. Even more than in Springfield, the Memphis projects are actually in process of execution. Both reports have interesting illustrations, particularly the "before and after pictures" in Memphis.

The series of separate special reports likewise by Mr. Bartholomew to the Toledo City Planning Commission, parts of a comprehensive study, are summed up in the Commission's Progress Report of 1924, which contains also the Harding Memorial Bridge report. The City Plan Commission of Duluth has just issued a report of its activities since its creation including the preparation of a comprehensive plan by its own staff with advice from Mr. Bartholomew in the later stages. Early in the year the Taxpayers League of this city published "An Inventory of Proposed City Projects—What do we want?—What do we need?—What can we afford?" Without comment the components of over \$38,000,000 of improvements were checked against the bonded debt of the city.

The Boston City Planning Board is responsible for a most valuable Compendium, in which federal, state, municipal, or private reports and studies relating to the commerce and industries of Boston are digested. The bulk of the studies relate to physical improvements, with a section covering the progress of city planning

and the work of the City Planning Board from the beginning. The new Boston Official Year Book also contains an excellent statement from the Board on city planning in Boston, and the Board's ninth annual report includes a brief study by the late Nelson P. Lewis on existing conditions and city planning program.

Another important compiled report for a city where much has been accomplished is Mr. Fisher's for the Rochester City Planning Bureau covering 1918-1922. The narrative and forecast are amply illustrated, and the editorial work by Mr. Hungerford has produced a more than ordinarily distinctive volume. The operation of the Bureau is worth study because of unusual powers given to the Superintendent of City Planning. A report is included from Professor Swain for an industrial railway in the abandoned Erie Canal with photographs showing progress of construction.

The official city paper Denver *Municipal Facts* published the report made to the City Planning Association by McCrary, Culley and Carhart, "A City Plan for Half-a-Million Population", which is timely with the official zoning studies. The report gives a praiseworthy list of city planning accomplishments in Denver since 1900, although without a comprehensive program.

The Allentown reports by Mr. Haldeman issued by the Pennsylvania Bureau of Municipalities are units in a comprehensive study of the city and region begun in 1923. The Passaic comprehensive report by the Technical Advisory Corporation to the City Plan Commission covers an area which under the adopted zoning ordinance should never carry over 125,000. Mr. Crane's Development Plan for Williams Bay, Wis., auspices of the Village Planning Committee, deals with a village popular as both a summer and winter resort, and best known for the great Yerkes Observatory.

The North Adams (Mass.) Planning Board report for 1923 contains a survey by Mr. Nolen (taking on after Mr. Thomas Adams) and an outline program for future work. Other preliminary survey reports at hand are three by the Technical Advisory Corporation for New Bedford and Somerville, Mass., and Elizabeth, N. J.; by the City Planning Committee of the Plainfield Chamber of Commerce for Plainfield, N. J.; by the American Civic Association, Washington Committee of 100, under the chairmanship of Mr. Delano, for the Federal City, including nine special sub-committee reports.

The Youngstown Planning Commission report for 1920-23 reviews the good work in street studies and approval of plats carried on since its establishment. The published street and bridge studies by Mr. Swan for the City Planning Commission of New Brunswick, N. J., are taken from the comprehensive report in press. Other 1924 comprehensive or preliminary reports still going through press at the time of preparing this survey are for Cincinnati and Worcester (Technical Advisory Corporation) Sarasota, Fla. (Nolen), Springfield, Ill. (West), Canton, O. (Knowles), Malden, Winchester and Dedham, Mass. (A. A. Shurtleff), Wakefield, Mass. (Comey), and Belleville, N. J. (Swan).

Zoning and Platting.

The zoning progress of the year has been astounding. The figures of the Department of Commerce show that over sixty municipalities adopted zoning ordinances in 1924, bringing the total number up to about 320. At last reports, 33 states had zoning enabling acts. Among the important cities zoned in 1924 were Boston and its neighbor Cambridge, Albany, Utica, Wilmington, Del., Columbia, S. C., Cincinnati, Davenport, Minneapolis, Kansas City, Kan., Omaha (revised ordinance), Bismark, N. D. and Portland, Ore. Notes on the important zoning decisions of the year will be found in Mr. Williams' department in *American City* and *Municipal Index*.

The Boston ordinance is based on most thorough studies directed by Mr. Comey. It provides for single-family residence districts as have also a considerable number of smaller Massachusetts communities. The Supreme Court of the State has declared that such regulation is constitutional in the memorable decision of last October.* Nearly 20 of the 40 municipalities in the Boston Metropolitan district are now zoned, a higher record than that of Los Angeles County, Calif., where 16 out of 44 cities had zoning ordinances in November, 1924.

The Portland ordinance, drawn by a joint committee of the City Planning Commission and the Portland Realty Board, passed by an overwhelming majority, is of particular interest because of the failure of the previous ordinance on popular referendum. A follow-up study of the ordinance is being made by the City Club.

Two leading western cities have ordinances under way, Denver and Salt Lake City. A local enabling act of July 1924 (the first passed in New York State under the Home Rule constitutional amendment) makes it possible for Buffalo to go ahead with zoning as part of her comprehensive program. The situation in Philadelphia remains practically unchanged, although the Zoning Commission has made a restudy of the entire city. A new enabling act including provision for a Board of Appeals is sought for in 1925 and may break the deadlock. Several Michigan cities have ordinances in progress with the advice of Mr. Phillips of Detroit or Mr. Root of Flint.

The year's successful administration of the Providence zoning ordinance is attributed to the excellent work of the Board of Review, described by Mr. C. H. Fisher in the *American City*, November, 1924. No case has been brought before the courts, and out of 4177 building permits there were only 71 appeals to vary. The Board of Zoning Adjustment is having marked success in Boston. A full account of the preparation, passage, and administration of the Boston ordinance may be expected in the City Planning Board's Final Zoning Report, off the press about March 1, 1925.

The unfortunate court experience of Baltimore, coming on top of the New Jersey decisions, has nevertheless left undaunted the Baltimore Zoning Board, which has succeeded in having an emergency ordinance passed until new legislation can be secured. In St. Louis unscrupulous builders have proceeded

* See Mr. Bassett's letter of comment published in *American City*, February, 1924.

to put inappropriate buildings in home districts since the zoning principle has been temporarily nullified by the Missouri courts. The public will undoubtedly force a way through the intolerable situation thus created.

The New Jersey tangle culminating in the Nutley decision and now ameliorated by the new enabling act of 1924 (modeled on the Department of Commerce Standard Act) is discussed at length in Mr. Bassett's invaluable new pamphlet "Zoning Practice in the New York Region" published by the Regional Plan of New York. Among other important points brought out in connection with his revised Enabling Act for Zoning is the desirability of securing legislative authority for density regulations; and the application of these to New York is recommended to reduce congestion further than is possible under the present ordinance passed in 1916. Mr. Bennett's Davenport report is counted as 1925 news. Two more of Mr. Whitten's excellent zoning reports have appeared in 1924, for Cranston, R. I., and West Hartford, Conn. (ordinances passed in both places.)

In the West Hartford report there is a section, "Comprehensive Development Plan for Unbuilt Areas", in which Mr. Whitten tries to make zoning lead up to the adoption of a plan to combine zoning, platting and general planning powers in controlling the development in unbuilt areas. This idea was further developed in his paper before the A. C. P. I. last December and provoked lively discussion.

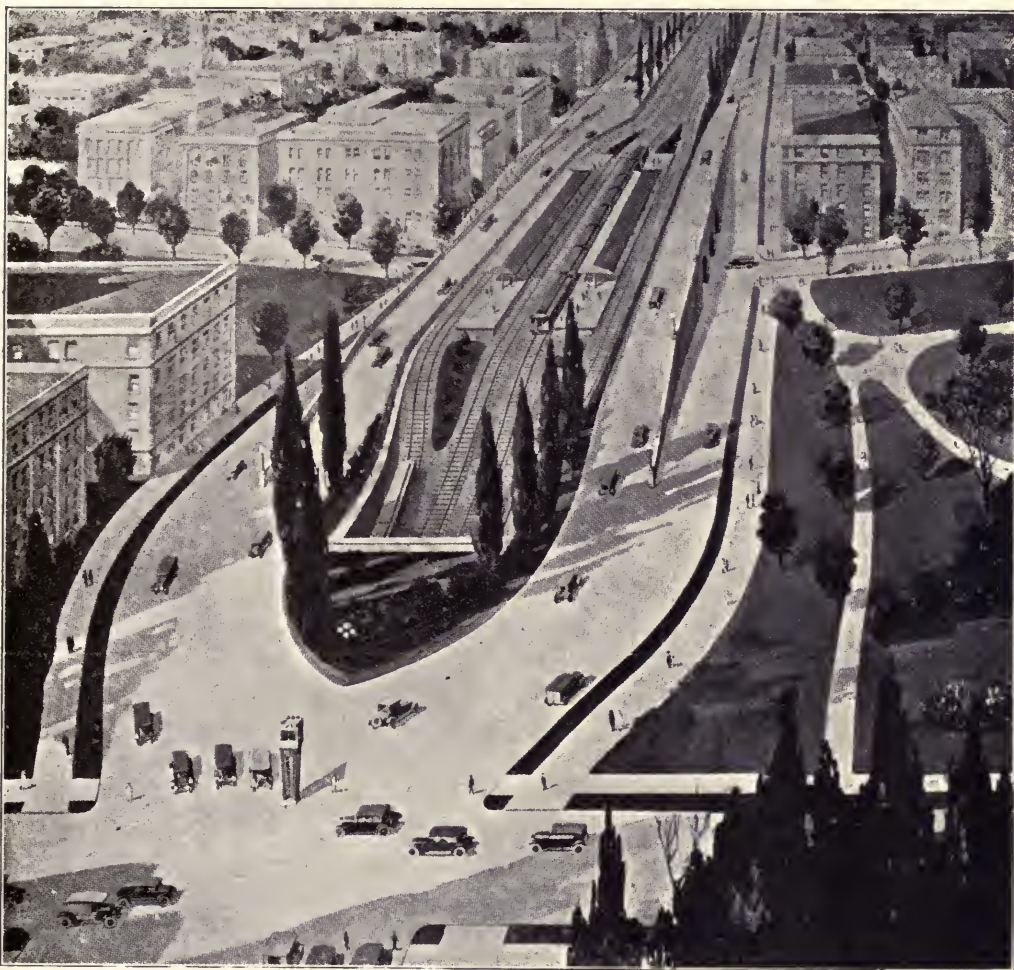
The numbers of cities which now have control over platting and land subdivision has increased* materially. It is hoped to have statistics compiled on this subject during 1925.

Location of major thoroughfares and of parks and playgrounds on the official map of unbuilt areas and the enforcement of this map is a subject of prime importance. The contribution of Mr. Bassett to the latter subject at the Recreation Congress at Atlantic City last October, based on his Regional Plan of New York work, was published in fuller form in *Playground*, Jan. 1925. Judge Nichols' contribution to the former subject is discussed in Mr. Williams' Review. Although it is customary for the municipality to determine only major streets, the New Jersey communities Belleville and Glen Rock have had complete street plans prepared by Mr. Swan, including minor residential roads. A somewhat different procedure with the same end in view is reported from Cincinnati and St. Louis where the Planning Commissions have replotted free of charge various wrongly platted subdivisions.

Street Congestion and Major Thoroughfares.

Street traffic and street congestion have been the real storm center of city planning this past year. In December there was held in Washington the first National Conference on Street and Highway Safety, called by Secretary Hoover, at which the eight committees appointed by him earlier in the year made reports. The report of the Committee on City Planning and Zoning, including in its membership some dozen men from the American City Planning Institute, with Mr. Ihlder as Secretary, demonstrated the relation between city planning and a permanent

* See also the article by Mr. Williams, page 52.



Courtesy of Rapid Transit Commission of Detroit

**One of the 204-foot Super-Highways in the System
Recently Adopted for the Detroit Region**

84 feet for rapid transit and tree planting
40 feet for two 20-foot express streets
10 feet for two safety zone strips
40 feet for two 20-foot local streets
30 feet for two 15-foot sidewalks

solution of the traffic problem. The eight committee reports, published for advance consideration, and the Conference proceedings, a fifty-page pamphlet, were issued from the Conference office at the Department of Commerce. The variety of interests represented by delegates to the Conference emphasizes how far-reaching are the effects of the invention and phenomenal growth of the automobile as a means of transportation. The automobile industry itself, a main element of the Conference, is becoming vitally concerned in city planning problems. The articles endorsing planning commissions by the President of the Packard Company in *Engineering News Record* for 1924 are noteworthy.

Another important traffic conference, devoted to the problems of the New York region, was called at the instance of the Committee on the Regional Plan of New York, and fourteen other interested bodies, in May 1924. The proceedings of the Conference were published by the Regional Plan of New York, together with the scientific and extensive paper containing numerous surveys with recommendations presented before the Conference by Messrs. Goodrich and Lewis of the Regional Plan staff. The unbearably acute situation in New York has given rise to proposals for arcading, double and triple decking, such as were discussed especially by Messrs. Tuttle and Corbett before the City Planning Section of the American Society of Civil Engineers in January 1924. The report of Mr. Turner to the New York Transit Commission makes two long double deck streets part of his program for permanent relief.

Los Angeles claims the greatest traffic congestion of any city in the United States due to enormous growth of automobile ownership and all-year-round use. The Los Angeles Traffic Commission, a voluntary body acting with official co-operation of city and county, secured the services of Messrs. Olmsted, Bartholomew, and Cheney to make a comprehensive study of the traffic situation, reviewing all previous studies, and to report on a Major Traffic Street Plan. The resulting report published under date of May 1924 is, as would be expected from the consultants, admirably presented and full of information exceedingly valuable to all cities. The section on the principles of "Establishing a Well-Balanced Street Plan" is very important, including the classification of streets. An interesting appendix is "Reduction of Traffic Congestion by Means of Street Grade Separation", by Mr. W. D. Hudson. As already noted, Los Angeles is going ahead to carry out certain urgent features of the street plan.

Detroit's progress in realizing the magnificent super highway plan is inspiring and in scale with the tremendous automobile development of the region. Mr. Phillips, Consultant to the Detroit City Plan Commission and several other communities of the region, reports that the plan will probably be carried for at least 33 to 40 miles out. The Detroit Common Council have approved the interior thoroughfare or master plan of 120-foot streets within the city limits to connect with the regional Super-Highways. The illustration of a super-highway combining Mr. Turner's transit recommendations is reproduced herewith. Such a road was not thought of even by Jules Verne!

The New Jersey State Highway Commission has designed a special commercial traffic way primarily as an extension of the Hudson vehicular tunnel. New Jersey cities affected by the expected increase are making studies to meet the situation, for instance, Mr. Swan's Newark and New Brunswick reports. The Port of New York Authority has made a special study of further vehicular tunnels and of bridges across the Hudson, in view of the agitation for a bridge at 57th Street, and, in agreement with the Regional Plan of New York, does not favor any bridge below 178th Street.

Large scale highway surveys occasioned mainly by motor trucking problems are again under way in Connecticut where the survey ending in September 1923 was characterized as the most intensive and carefully planned census of highway traffic attempted in the country. The situation in Baltimore gave rise to a traffic survey report with recommendations, and conditions in the District of Columbia were reported on to Congress by Mr. Eno. Standard traffic regulations for the whole country are urgently needed.

Major street plan reports have been published during 1924 for South Bend and for Toledo, prepared for the official commissions by Mr. Bartholomew, and his study for Des Moines, made tentatively public. Mr. Haldeman's report for Allentown, Pa., was issued by the Bureau of Municipalities. Mr. Swan has one for Harrisburg, Pa. in press, Mr. Bibbins directed the preparation of a complete thoroughfare plan for Indianapolis, and Mr. Beeler reported on the traffic situation in Atlanta, proposing sub-surface moving sidewalk platforms as the remedy for street congestion in the heart of the business district. The Chicago Plan Commission has been concentrating on the LaSalle Street improvement, as an important measure of relief for Chicago, and on the list of topics for study compiled from votes by the City Club of Chicago street traffic stood first.

Decentralization and New Towns.

The answer to the traffic problem is not ever and ever wider streets, but the creation of new centers of industry and residence that will produce distribution rather than concentration of traffic. The Economic Survey Monographs of the Regional Plan of New York point out for each group of industries which could with advantage to themselves and others be removed from Manhattan Island. Many of the objections to the monotony of life outside the city are being removed by the Ford and the radio. From the industrial point of view, the motor truck and hydro-electric power have wrought new conditions. In the words of Governor Smith of New York speaking over the radio to the first New York State Conference on Housing and Regional Planning at Buffalo, June 1924, "Why concentrate our population in two or three great cities when the State offers so many desirable locations for industry? The giant power of electricity, created by our own waters, offers the means of industrial decentralization."

Among the new towns already under way, Mariemont, near Cincinnati, and Longview, Wash., have reached advanced stages under the direction respectively of Mr. Nolen and Mr. Hare. Photographs of Mariemont show it to be a most

pleasant place in which to live. Longview now incorporated and with several industries in operation has been fortunate in generous gifts for parks and public buildings from its founder Mr. Long. In the vast Palos Verdes area near Los Angeles, being developed under the general direction of Olmsted Brothers, roads and houses are taking shape. A new town in Texas, Three Rivers, has been designed by Mr. Bartholomew. In the Detroit region, Mr. Phillips has laid out a 1200 acre townsite known as Southfield Garden City incorporating the regional highway plan. Several new residential towns in Florida are reported by Mr. Nolen.

Looking at the other side of the picture, there is good evidence that all cities in the United States are not yet over-centralized. Seattle is making a study of the better use of the vacant land within the city limits. It is stated that only one third of the city's land area is improved and occupied, and the City Engineer recommends that no extension of utilities be made to territory outside the city limits until the inside land is better developed. Mr. Bartholomew's survey of Toledo revealed great areas available for reclamation as industrial sites. Over-concentration in one place and under-development in others suggests that state-wide and nation-wide industrial opportunity surveys coördinated with surveys of housing and living conditions will ultimately be the real basis of sound development.

Transit, Transportation, Port Development.

As a result of a two-year study of New York's complicated transit problem, Mr. D. L. Turner, consulting engineer to the Transit Commission, recommended last spring a comprehensive plan including a new loop subway to relieve suburban railway lines, new and double-decked north and south avenues, and long tunnels reaching far into Long Island and New Jersey. To finance this great project, it is suggested that the expense should be borne proportionately to the use made of it by the states, counties and communities interested.

Following its traffic and major street plan studies of the Traffic Commission, the Los Angeles City Council is undertaking a transit survey under the direction of Major Kelker. A comprehensive system of subways and elevated lines and of open-cut extensions is to be considered. The Beeler study of Atlanta transit has already been mentioned. Detroit is about to test trackless trolley service, while waiting for the projected rapid transit plans to be carried out. The combination of vehicular traffic and rapid transit in the Super-Highway system is shown in the illustration before referred to.

To Philadelphia, the Pennsylvania Railroad's terminal proposals, following the city's recommendations last summer, are of supreme importance in the development of the central area. The new station on the west bank of the Schuylkill and the substitution for the present overhead line from the Schuylkill to Fifteenth Street of a line descending until it becomes a subway for the greater portion of the route, means the relief of the City from the incubus of the overhead line, which has well justified the title "Chinese Wall", so often given to it. Mr. Andrew Wright Crawford states that there can be no doubt that the much more difficult improve-

ment of the lines of the New York Central Railroad by depressing them in two layers under Park Avenue, with the resultant construction of hotels and apartment houses directly over the tracks, has been of paramount persuasive force in producing the plans for Philadelphia.

Chicago is making progress on two railroad terminal projects included in the Chicago Plan, and the City of Louisville and the railroads are coöperating in undertaking the terminal developments and grade separations recommended in the new plan. The industrial railroad at Rochester is going forward. As one of its series of comprehensive studies the Toledo City Plan Commission has had a railroad transportation report prepared by Mr. Bartholomew which contains recommendations to relieve the city from the congestion caused by the gridiron of tracks and many grade crossings. The Portland (Ore.) City Club has been studying the unification of railway terminal facilities for the city.

The far-reaching work of the Port of New York authority on terminal problems continues. Certain units in the comprehensive port plan have been undertaken, and new studies made to overcome the increasing waste and congestion caused by unnecessary haulage. In Seattle seven large publicly-owned waterfront terminals of the Port Plan have now been completed, involving an investment of more than \$10,000,000, and it is interesting to note that the business of the port has increased nearly sevenfold since the inception of the plan. Baltimore is making progress on her \$50,000,000 program. 1924 saw the breakwater feature of Buffalo's port plans completed. Toledo is studying the effect of the opening of a St. Lawrence canal on her port development, in one of the series of Plan reports just published. Similarly Duluth, already a great port, has been making studies and her comprehensive report gives due importance to her undoubtedly greater future.

Aerial transportation terminals have received considerable attention during the year, stimulated by the trip of the world fliers. The Boston Airport opened in September 1923 has been in successful operation. Buffalo projects a municipal aviation landing field as part of her comprehensive development program, the site finally selected having the approval of the City Planning Committee. Seven landing fields are being incorporated in the Dayton regional plan.

Parks and Playgrounds.

At the National Conference on Outdoor Recreation called by President Coolidge in May, 1924, one hundred and twenty-eight national organizations responded by sending delegates. The Conference proceedings are available in published form, and there are subsequent bulletins issued by the permanent committee formed to promote future coöperation among those concerned with public recreation. The official status of the Conference, its excellent organization, the hearty spirit of coöperation among delegates, and the series of resolutions adopted make it memorable in the history of recreation. The resolution on municipal parks and playgrounds contains the statement that at least ten percent of the area of the community should be regarded as the minimum requirement for purposes of play and recreation, and that "in each new city addition of ten acres or more this

provision should be made a condition of such addition's acceptance by the municipality."* It is worthy of note that Mr. William E. Harmon, real estate developer and patron of the Harmon Foundation, has issued a statement that he will never again subdivide a large tract for homebuilding without providing adequate playground space for children.

At the successful Recreation Congress at Atlantic City, in October, held by the Playground and Recreation Association of America, the paper presented by Mr. Bassett already referred to forms a most important contribution to the subject under discussion by city planners as to the best methods of acquiring new parks and playgrounds. The Playground and Recreation Association in coöperation with the American Institute of Park Executives is undertaking an investigation of great moment financed by the Laura Spelman Rockefeller Foundation, being an intensive study of recreation in municipal and county parks. An advisory committee including representation from the American City Planning Institute is assisting in the study.

The establishment of the National Capital Park Commission by Congress already noted promises well for the carrying out of much-needed extensions of the park system. The Park Conference held in Baltimore in June was intended to promote the development of a fuller system of parks, parkways and playgrounds for that city. The Chicago South Parks waterfront development has made great progress during 1924. The plans for the redemption of the Schuylkill banks in Philadelphia will add another great water park such as those of Chicago, Washington, Harrisburg, Boston, and Toronto. The volume by Mr. J. F. Lewis issued by the City Parks Association of Philadelphia is a valuable contribution to the subject of recreational waterfronts. Birmingham, Ala., and Santa Barbara, Calif., are having park system plans prepared by Olmsted Brothers, and a special report on Boston parks by Mr. A. A. Shurtleff is in press. In the Seattle park system, there are 43 tracts held for improvement as playgrounds in addition to the 25 already improved. The plan for the Indianapolis park system, including Marion County, by Mr. Sheridan, is reproduced in this issue (page 40.)

The State of New York leads in almost spectacular plans for county and state parks. The Westchester County Park Commission report dated April 1924 is an important document,—full of good illustrations,—continuing in spirit as well as on the ground the reports on the now-famous Bronx Parkway of which Mr. Jay Downer was also Chief Engineer. The Erie County Park bill was passed by the legislature of 1924, the Commission has been appointed, and an initial appropriation made by the Board of Supervisors. A similar bill for a Niagara County Park Commission is before the 1925 Legislature. As Erie and Niagara counties adjoin and comprise the whole Niagara Frontier, Mr. March of Buffalo reports that great coördination of suburban parks and parkways is confidently expected. The linking up of the Frontier parks with the splendid State park system is under consideration. In New Jersey, Union County parks are progressing according to the Olmsted plans for a system reported last year, and will doubtless be called on to do heavy duty along with other New Jersey county parks when the Hudson traffic tunnel is opened.

* But compare Mr. Bassett's paper.

The promotion of state parks and forests for Illinois is the object of the "Park and Forest Policy" recently issued by the Friends of our Native Landscape, prepared by Messrs. Jensen and Von Oven. Parks of not less than 1000 acres all connected by planted roads are recommended.

Such a report as this brings to mind the striking difference of meaning assigned to the word "park", varying all the way from an appreciation of its landscape significance in such a statement as Mr. Jensen's to the bald legal sense used in the public buildings section of the Passaic city plan.

Civic Centers and Civic Art.

The final approval on referendum of the City Plan Commission's schemes for the St. Louis Municipal Plaza and group plan was secured after great controversy by a 35,000 majority vote for placing the new court house according to plan (see the illustration on page 39). The civic center was one of the items voted in the \$87,000,000 bond issue of 1923. Buffalo's Niagara square site has been assured by the purchase of land for the new city hall, and the first building for Toledo's civic center has been actually started after the discouragement of 1922. San Francisco's war memorial group is now definitely under way, thus marking the final step in this city's beautiful center. In Cincinnati it is now a fact, under authority of the Charter and the State law, that no public building of any sort can be located contrary to the fifty-year "Civic and Cultural Centers and School and other Public Building Plan and Program" unless The Planning Commission is overruled by a two-thirds majority vote of the City Council after hearings.

The civic center plans by Mr. Leavitt for Camden, N. J., were publicly presented too late in 1923 to be included in last year's survey. Mr. Swan's civic center suggestions for New Brunswick are the subject of a special report. Although unfinished, the new art museum in Philadelphia, a feature of the Fairmount Parkway plan, was opened in 1924; and twenty years after the launching of the Parkway project, the city is about to undertake the Schuylkill improvement of equal magnitude.

The historic town of Plymouth, Mass. is continuing the redemption of the waterfront in the vicinity of Plymouth Rock, begun for the celebration of 1923.

The plans for the memorial bridge to Arlington, reproduced on another page, assure a superb extension of the composition radiating from the Capitol at Washington. The great Camden-Philadelphia bridge is well under way. The opening of the Bear Mountain bridge—an enormous convenience to traffic, but scarcely an example of civic art—in 1924 was made a great occasion. The entrance to the new North End bridge in Springfield, Mass., is also illustrated elsewhere in this magazine.

The Outlook.

Among the goodly number of projects to be heard from in 1925 in cities reporting comprehensive plans recently prepared or under way are Newton and Clinton, Mass.; Stamford, Conn.; Utica, Schenectady, Middletown, and Poughkeepsie, N. Y.; Elizabeth and Camden, N. J.; Ashtabula, Dayton, Oakwood, Wyoming, and Canton, O.; Evansville, Anderson, Muncie, Michigan City, and Kokomo, Ind.; Springfield, DeKalb, Oak Park and Jacksonville, Ill.; Saginaw, Benton Harbor and St. Joseph, Pontiac and other communities of the Detroit region, Mich.; Kenosha and Kohler, Wis.; Cedar Rapids and Des Moines, Ia.; St. Joseph, Mo.; Topeka, Kan.; Chattanooga, Tenn.; Norfolk, Va.; Columbus and Athens, Ga.; Shreveport, La.; Houston, Tex.; and San Diego, Calif.

In estimating the chief contributions of 1924 to the work for 1925, we can rank high the establishment of official county planning commissions, the passage in a considerable number of states of zoning enabling legislation based on the Department of Commerce Standard Act, Mr. Bassett's studies on fields of city planning legislation, especially the platting of parks, and Judge Nichols' on the protection of the official city plan, the coöperation initiated by Secretary Hoover's Conference on Highway Safety, and by President Coolidge's Conference on Outdoor Recreation.

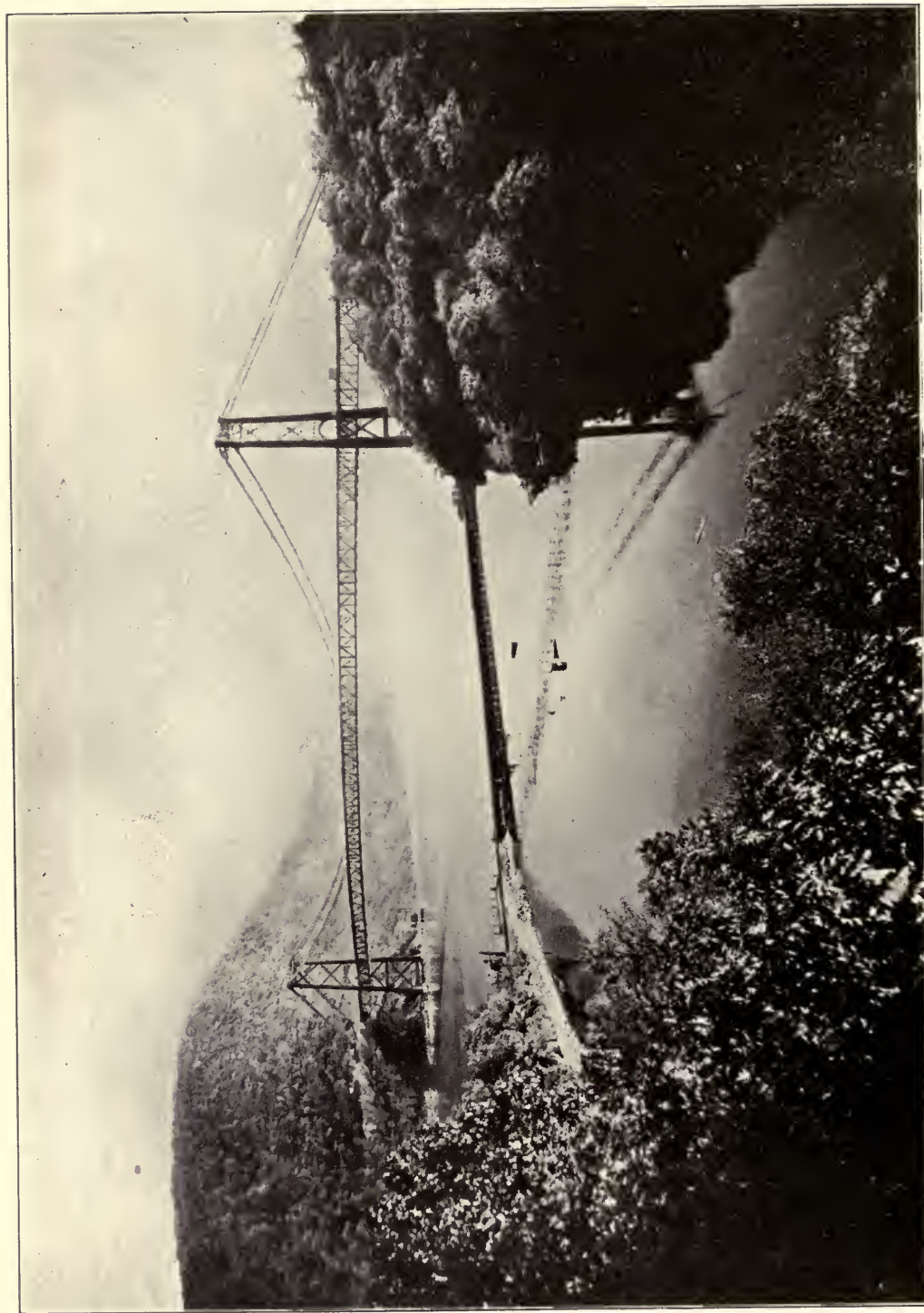


The Delaware River Bridge

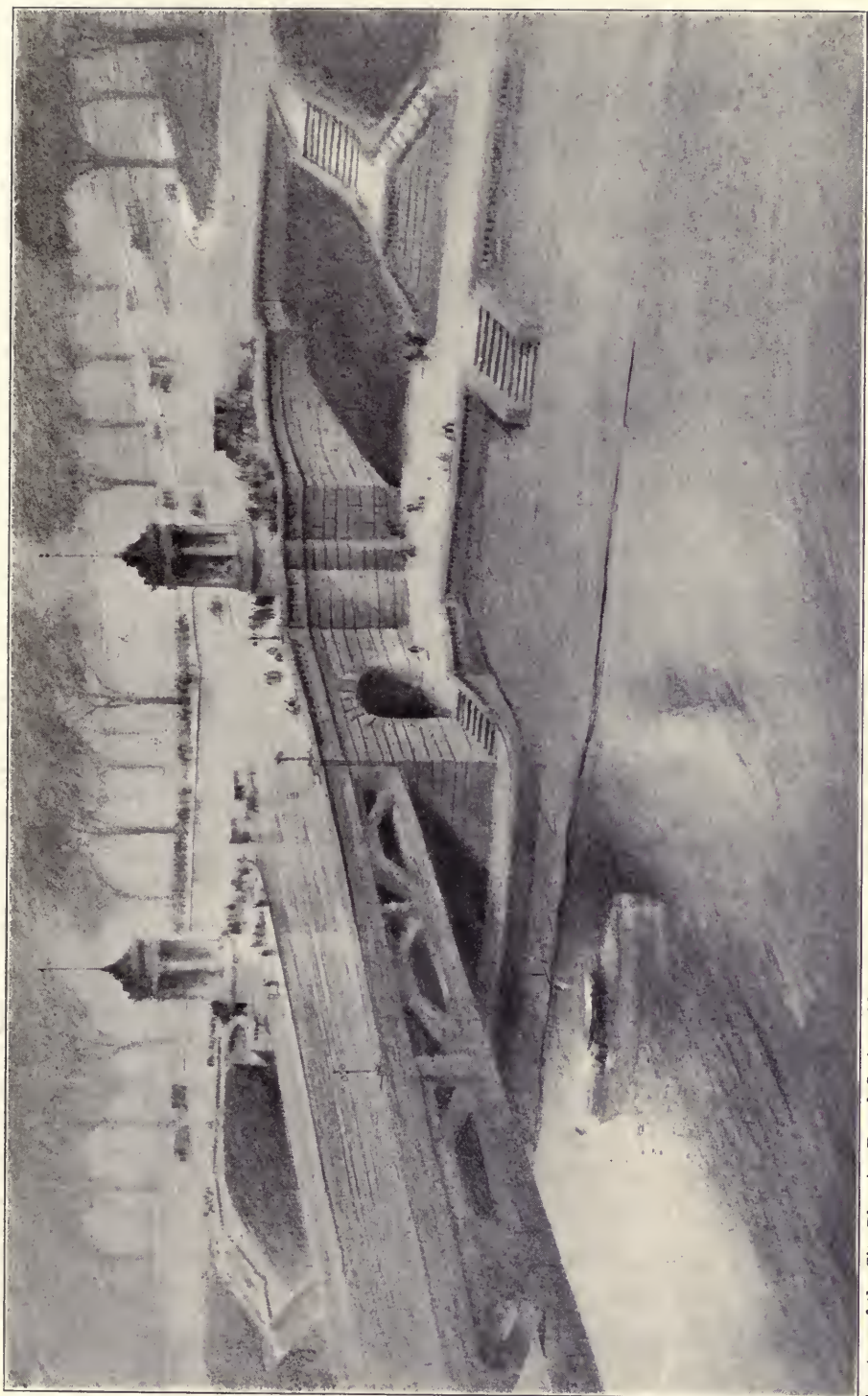


Courtesy of the Delaware River Bridge Joint Commission

**The Delaware River Bridge Connecting Philadelphia and Camden
as Conceived by the Chief Engineer, Mr. Ralph Modjeski**



Photograph by Wide World Photos



Courtesy of the City Planning Board, Springfield, Mass.

Entrance to the North End River Bridge

Now being constructed as a part of the city plan prepared by the Technical Advisory Corporation and F. L. Olmsted, Special Adviser

A GREETING FROM THE PRESIDENT OF THE INTERNATIONAL FEDERATION*

EBENEZER HOWARD

AS an expression of my great interest in the United States I at once yield to the request of Mrs. H. V. Hubbard, and gladly stretch my hand across the sea to be grasped, as I am sure it will be, by friends in America and of many other lands,—friends united with the strongest of all bonds, a common purpose for the common good.

Perhaps I may tell the readers of CITY PLANNING a few of my American experiences. I left the State of Iowa with two English friends and a small party of Canadian Methodists for Nebraska in March 1872,—the County selected by the Canadian party being Howard County. Shortly afterwards—not of course in the least because my Christian name was Ebenezer—the Methodists gave that name to their Church Fellowship. About September of that year I left Nebraska for Chicago, and for about four years—broken once by a short stay in my native land—practised as a stenographer in the Courts of that City and occasionally in Wisconsin and Michigan.

Looking back on those days I often wonder whether, as my eyes wandered over the vast spaces which I traversed, my subconscious mind was not, even then, developing the thought of the splendid possibilities which lay hidden there; so that, as sound thinking and right feeling became more universal in your land and other lands, attention would be more and more consciously directed to the bringing forth of a truly noble civilization, which would gradually raise all mankind to a higher and worthier plane.

Perhaps I may speak of another link that binds me “as with hoops of steel” to the people of America. In 1898 two very dear and intimate American friends of mine, George Dickman and his wife, Josie, helped me more than anyone else to take the first of many steps which led me forward in my life work. I had written a book “Tomorrow”—after-

* International Federation for Town and Country Planning and Garden Cities.

wards entitled "Garden Cities of Tomorrow"—but no publisher would accept it. George Dickman, who was then Managing Director of the Kodak Company, but who died shortly afterwards, had taken some large premises in London and one day when I met him there, he said to me: "Ben, your idea is very simple. Just as I am designing these premises as a whole so you say cities should be carefully planned before they are started upon. You are quite right, and I want you to let me help you to realize your aims. Here are £50 towards the publication of your book." And soon afterwards the book was published.

I then formed the Garden City Association to spread the idea and to take steps to put it into a concrete form. After four years' agitation and spade work that Association formed the First Garden City Company (1903) which acquired an estate of 3800 acres in Hertfordshire, 35 miles from London. On that estate there were then 375 people, but there is now a town of 14,000 persons with more than 50 industries; with its own water, gas, electricity and drainage and with an infantile death rate last year of about half the average of England as a whole.

In 1919, aided by a few wealthy friends I purchased at an auction a large estate only 21 miles from London, on which another town is being built, and which promises, partly owing to enriched experiences, to be even more successful than the first.

The International Federation for Town and Country Planning and Garden Cities was formed in 1914 by Mr. E. G. Culpin, then Secretary of the Garden Cities and Town Planning Association. Of this Federation I have had, ever since its formation, the very great honour to be President, and I cannot resist the temptation to tell your readers that it is my ambition, not only to take part in the deliberations of this Federation, but afterwards to join hands with friends in America in carrying out, on a yet bolder scale and with more adequate resources, the great work of building a supremely healthy and well-planned town, industrial, agricultural and residential,—an enterprise which, apart from its own great inherent value, will as we believe stimulate and encourage the forces which are now so actively engaged in the great

work of making existing towns and cities yet more healthy, even as those forces will help us to make such an entirely new town a supreme success and the forerunner of many such cities in many lands throughout the world.

PARK SCENERY FOR CITY DWELLERS

A QUOTATION FROM FREDERICK LAW OLMTED, SENIOR

"A man's eyes cannot be as much occupied as they are in large cities by artificial things, or by natural things seen under obviously artificial conditions, without a harmful effect, first on his mental and nervous system and ultimately on his entire constitutional organization.

"That relief from this evil is to be obtained through recreation is often said, without sufficient discrimination as to the nature of the recreation required. The several varieties of recreation to be obtained in churches, newspapers, theaters, picture galleries, billiard rooms, baseball grounds, trotting courses and flower gardens may each serve to supply a mitigating influence. An influence is desirable, however, that, acting through the eye, shall be more than mitigative, that shall be antithetical, reversive and antidotal. Such an influence is found in what, . . . will be called the enjoyment of pleasing rural scenery. . . .

"Now as to this term scenery, it is to be borne in mind that we do not speak of what may be observed in the flower and foliage decorations of a dinner table, window sill or dooryard, scarcely of what may be seen in even a large urban garden, as scenery. Scenery is more than an object or a series of objects; more than a spectacle, more than a scene or a series of scenes, more than a landscape, and other than a series of landscapes. Moreover, there may be beautiful scenery in which not a beautiful blossom or leaf or rock, bush or tree, not a gleam of water or of turf shall be visible. But there is no beautiful scenery that does not give the mind an emotional impulse different from that resulting from whatever beauty may be found in a room, courtyard or garden within which vision is obviously confined by walls or other surrounding artificial constructions."—From *Notes on the Plan of Franklin Park*, 1886.

A LETTER FROM PRESIDENT-EMERITUS ELIOT

Cambridge, Mass.,
December 30, 1924.

Dear Mr. Hubbard:

I hope that "CITY PLANNING" will receive a subtitle, such as, with town and rural planning; because the improvement of the plans of cities ought not to be the chief occupation of the engineers, architects, and landscape architects who are going to bring real and lasting relief to the congested cities of the country.

The only real relief for city congestion is moving the industries or plants which employ large numbers of mechanics or operatives out of the cities into suburbs or the open country beyond. To accomplish this, new buildings with suitable grounds must be planned for the industries or plants themselves and new boarding houses and family houses must be built for the operatives with gardens, and streets made as safe as possible for children. The real contribution, therefore, of the engineers, architects, and landscape architects who are going to give relief to the congested cities is to be done in the open suburb or the open country beyond.

In order to make sure that the new villages or towns thus built will not deteriorate with lapse of time, it will be necessary to devise a method of leasing rather than selling the houses built in the district. England supplies a few examples of remarkable success for that policy. On this matter competent legal advice will be necessary before actual construction is begun.

There will remain for the people who live in cities the great functions of coöperative buying and selling and of distribution; and city planners will be always needed to make and keep the conditions of life for city dwellers wholesome and happy. The city planners who are now attempting to bring about improvements in city streets, avenues, boulevards, bridges, and tunnels are not proposing or hoping

to do more than ameliorate conditions for short periods of time. They are not proposing or suggesting real remedies. When the town and village planners for new constructions in suburbs or in the open country beyond shall have done their work, the city planners will have a chance to provide the city population though still congested with wholesome and comfortable ways of living and bringing up children. No large American city today provides the means for a family of small or moderate income of bringing up a family of children safely. The children are not safe even in their schools, much less in the streets, which are their only playgrounds. To the rescue, therefore, all city, town and village planners!

Sincerely yours,

CHARLES W. ELIOT

THE RESPONSIBILITIES OF REALTORS IN CITY PLANNING

By J. C. NICHOLS,

Director, National Association of Real Estate Boards

ABOUT ten years ago, at the convention held in New Orleans, the writer made the first address on city planning before the National Association of Real Estate Boards. Up to that time the realtors of the country had taken little interest or responsibility in city planning,—this great task being largely left to the technical men of the country who have performed such remarkable service for the direction of the growth of our cities. During the past ten years, however, the responsibilities and opportunities of realtors in the planning of their cities have become a fixed obligation of every Real Estate Board throughout the country. The realtors have learned that nothing does more to create and stabilize value than wise city planning. They have realized that they cannot regard their business as a profession if they simply transmit values as they find them and fail to apply scientific principles in building cities.

Whether cities are physically bad or physically good is largely the responsibility of the realtor. The lot, block and street plan—the real

skeleton of the city—is largely his handiwork. Dangerous and costly jogs in important business streets are the result of the plats he files. Excessive grades, levying a toll and burden on every movement of trade, are generally his doing. Inadequate street area is frequently his selfishness, or lack of forethought. Lack of provision of continuous broad highways, diagonal or circumferential trafficways, is his failure to provide for future traffic needs. Blind standardization of street widths, block sizes and street improvements so inelastic and so inapplicable to the varying street needs and functions, is one of the greatest curses in the civic physique.

A woeful lack of play, recreation and park areas can at least be partially remedied by the foresight and wise planning of the city sub-divider. At least the realtor, more than any other citizen, should foresee the future needs of his city, and bring home this responsibility to the proper municipal authorities before it is too late.

The American realtor of a few years ago was largely a commission agent, with no concern beyond the exchange of properties at hand. The height of buildings, the area of free space, the use of property, an efficient, orderly and beautiful arrangement of his city, was not his concern. Today, however, every national convention, every meeting of directors and executive boards, constantly holds this responsibility before its members. In the national mid-winter meeting just held in Dallas, Texas, city planning was embodied in almost every address and every discussion. The realtor is becoming the leader in the study of a Master Plan for the ambitious city. He is thinking, and assuming responsibility beyond the present municipal limits. He is thinking not within the bounds of his sub-division, not merely city-wide or state-wide, but nation-wide. The growing traffic on the national highways leading into his city has become a study for his earnest consideration as it affects future traffic needs of his community.

The evident decentralization already under way in so many of the downtown business sections of American cities has awakened him to the uncertainty of the highest realty values in his city, unless careful

plans are immediately made for meeting the increasing traffic congestion. The unlimited pyramiding of one city on top of another, as a result of our steel and reinforced concrete skyscrapers, the populous kitchenette and family hotels, have created acute conditions which are coming directly home to the realtor. He realizes that the physical layout of American cities, fairly adaptable to conditions of twenty-five years ago, is absolutely inefficient for the conditions existing in our American cities today.

Due to the familiarity of the realtor with the creation and maintenance of property values through privately restricted areas primarily in residential properties, he has been a real asset to zoning throughout the city as a whole. He has been one of the first to realize that zoning is as important to business and industrial areas as it is to residential areas; he recognizes in it a stabilization of the merchandise the realtor sells. He foresees a future solution of blighted and abandoned areas of urban property of various types which have heretofore been so common in American cities. He realizes that the United States has been sustaining a loss in excess of a billion dollars annually, through unnecessary building up and tearing down of American cities, the uncertainty and shifting of property values, and the economic hazard resulting from injurious encroachment of property uses.

The realtor is alive to the situation. City planning is being recommended in every city which has a real estate board. Some forty thousand realtors are being constantly urged to organize and support city planning commissions, to meet immediately the conditions of today, and to effect preventive measures for the future as against the corrective costs of the past.

The realtor is highly appreciative of the great services that are being rendered this country by the city planners. Realtors have pledged themselves to coöperate in every way from this time forward, to think, plan and build our cities for the future, rather than for today alone.

ARCHITECTURAL IMAGINATION IN CITY BUILDING

By HARVEY WILEY CORBETT

Architect, New York City

LORD DUNSANY in his "Book of Wonder" tells of "the little child who, looking away from the Surrey Hills, through all his infancy saw that precipice that, wall above wall and mountain above mountain, stands at the edge of the World, and in perpetual twilight alone with the Moon and the Sun holds up the inconceivable City of Never". How fortunate it is that while Science proves this world to be round, we happy humans can only conceive of it as flat,—and while Geometry tells us there is no edge to a ball, we know the edge must be there because we see it every evening when his Majesty the Sun drops down among his cloud castles where "all the domes are of copper and the spires on their summits are of gold".

It has been said that God made the Country, and Man made the City. Evidently man loves his own works for he crowds his cities to the bursting point while the "Call of the Wild" remains unanswered. What is the City's appeal,—where the lure? Is it only the gregarious instinct, the get-together complex, the survival in humanity of the herd and the pack?—or is there something more modern, more truly expressive of the civilization of to-day, which holds us bound in mind and body to the great Metropolis?

Imagination has been defined as the capacity for vision beyond the realms of reality,—ability to weigh the imponderable,—to touch the intangible,—to dredge the unfathomable, and to measure the infinite. I believe the lure of the City is the appeal to this spark of Imagination. Isn't there a bit of this imagination in every human being?

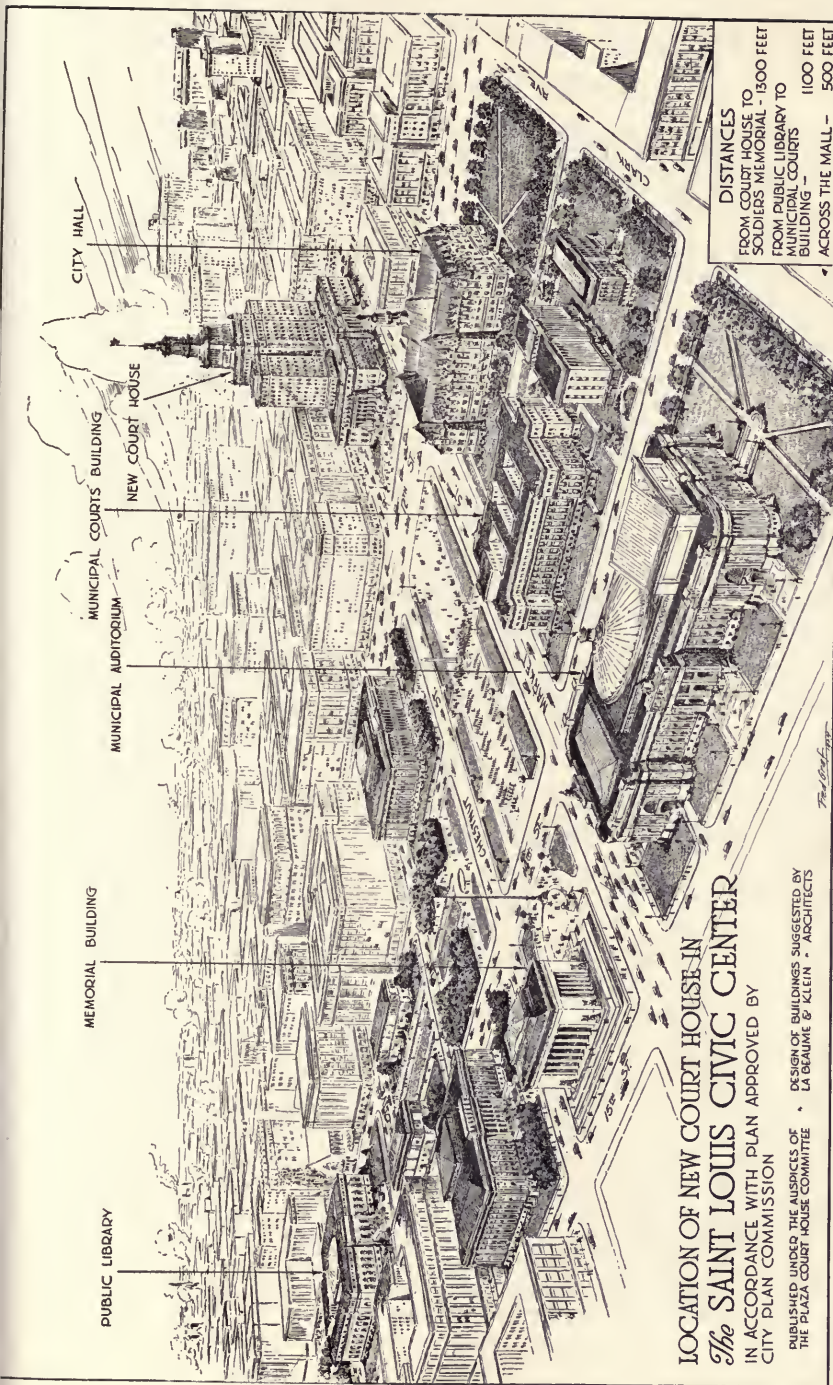
Surely everyone of us has seen something of what the little child in the Surrey Hills saw, and the great City,—bad as it is, sordid in its slums, reeking with ugliness, inhumanity and poverty, still remains the only existing reality of the little child's vision. To the world outside

it is the pot of gold at the foot of the rainbow, the fulfillment of an imaginative desire. It may prove for the many as empty as the proverbial pot of gold, but the joy of life is only in the search, not in the finding, and the City is the place of *search*.

If this be so, what shall we do about it, we Town Planners, City builders, Architects and Engineers who are charged with the creation, the guidance, the directing for better or worse of the destiny of our cities. Shall we *de-centralize*? Shall we issue an Edict as did the Bishop of London some two or more hundred years ago telling the people of the surrounding parishes to remain at home because London was becoming overcrowded? Or shall we build a City Beautiful out of whole cloth, raised on virgin soil, the perfected machine, just tight enough for convenience and open enough for comfort,—subways that are not in the damp underground,—elevated lines that are not in view, buildings that rise to majestic heights, but do not shut off the Sun,—slums turned to garden suburbs,—smoke eliminated, traffic regulated, noise abated,—labor and capital united, and most astounding of all, even the City Planners agreed on how to plan a City?

No,—we can neither stop the City's growth nor shift it from an old to a new place, but we surely can have some influence over the *direction* of its growth, the character of its development, the curing of its diseases and the training of its mind. The City is a living organism. Like the human organism its greatest need is hope, inspiration and vision.

Imagination will supply this need, and since the City is a collection of buildings and buildings are an architectural problem, then it is architectural imagination which is the most essential factor in City building. Without it there is nothing worth the having,—with it the very "City of Never" itself can be brought down to earth.



BUILD THE COURT HOUSE NOW, ON THE PLAZA!
VOTE YES SCRATCH NO PROPOSITION 10

Courtesy St. Louis City Plan Commission

A COMPREHENSIVE PLAN of PARK DEVELOPMENT for

INDIANAPOLIS
AND
MARION COUNTY

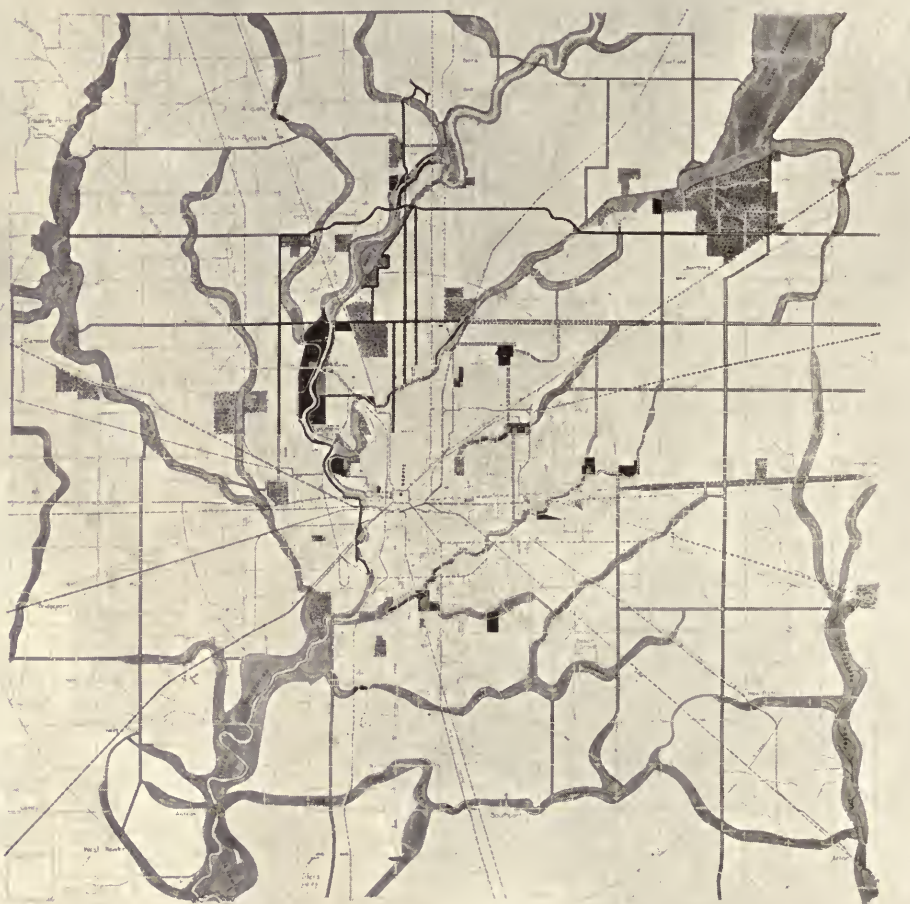
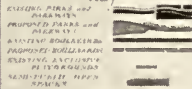
1925

C. V. Sheridan

Prepared for
BOARD of PARK COMMISSIONERS
INDIANAPOLIS

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KEY



ON ACCORD WITH SMALL SCALE 1:10,000 DRAWING
PARKWAY WIDTHS ARE IN MANY CASES ESTIMATED

Courtesy of Lawrence V. Sheridan

INTEREST OF THE ENGINEER IN CITY PLANNING

By M. N. BAKER

Associate Editor, Engineering News-Record

THOUSANDS of engineers in the United States and Canada are doing work for municipalities or for public utility companies.

Most of these engineers are directly concerned with one or more elements of city planning. All are in some degree affected in their professional work by city planning or its lack. Few have a daily realization of these facts and fewer yet are alive to the nature and importance of city planning as a whole.

Through no fault of their own, most engineers employed regularly or occasionally by cities, or working for utility companies, have confined their efforts to a single element of the city plan, even though in the course of years they have dealt with many different elements. Even so, comprehensive city planning, or its lack, affects them and their work at every step, for in the absence of planning that embraces all the elements of the city plan, working out the elements separately must be largely guess work. This becomes clearer when the benefits of zoning are considered. How can paving, or sewers, or water-works, or parks, or transportation, or lighting or telephones be planned to meet the needs of a city twenty to fifty years hence unless it be known what sections are to be devoted to business, to manufacturing, and to residences of the various classes? Each element of the city plan is affected by the other elements. And yet, save for recent exceptions, the water-works engineer or other specialist is compelled to work with little or nothing in the way of a general city plan, making the best guesses he can as to the future development of other city plan elements that are bound to affect the particular class of municipal improvement on which he is engaged. The penalties of such lack of correlation are becoming evident the country over. Engineers are realizing them now as never before. As this realization grows, so will there be growth of interest by engineers in city planning.

There has been a tendency in some quarters to blame engineers in the municipal service for contributing so little to city planning. Some responsibility for this they must bear, but to make this heavy would be unjust. The truth is that, partly because comprehensive city planning until of late has been non-existent and partly because so little governmental power and responsibility is placed upon engineers, the engineer engaged in municipal work, whether as an official or a consultant, has had no chance to do anything but work piecemeal. In but few cities is the municipal engineering work centralized. Many who bear the imposing title of city engineer are little more than givers of lines and grades, makers of estimates and, in effect, chief administrative clerks for one or more city departments. Under such conditions, engineers can not be held responsible for absence of comprehensive city planning.

A new conception, a new theory and practice of the place of the engineering department in municipal administration, is needed. When that is effected, the interest of the engineer in city planning and his part in the practice and progress of the art will be greatly increased.

THE CHAMBER OF COMMERCE AND CITY PLANNING

By JOHN IHLDER

Manager, Civic Development Department, Chamber of Commerce of the United States

CITY PLANNING has become a business proposition.

Business men and business men's organizations were interested in it in the early days when it sought to win approval under the title "city beautification". But in those days their interest though genuine was superficial. They took a legitimate pride in their home towns as they did in their individual homes, and when they had a surplus were inclined to be generous in their expenditures. The home town represented them to the outside world. Favorable notice reflected credit upon them. Civic beauty was a business asset. So they supported with considerable enthusiasm plans for civic centers, handsome boulevards and park extension.

Of course, being business men, they considered ways and means, and weighed increased values against increased bonded indebtedness. Their enthusiasm, in other words, was tempered by practical considerations and so differed from that of the chairman of an early city beautification meeting when he rebuked a cautious soul who had inquired about cost. "I am ashamed", he exclaimed, "that such a sordid thought should be expressed on an occasion when we are gathered to promote the beauty and the glory of our city. Were the beauty that was Greece and the glory that was Rome founded upon such calculations?" The business man's point of view is that they were, for he knows that beauty and glory seldom grow out of bankruptcy.

It is certain that those who first took up city planning on a practical basis were business concerns like the traction lines and the telephone companies. They had to plan extensions years in advance and, in order that their planning might fit with fact, they studied city growth and development. To be sure they usually accepted tendencies in city growth as they found them, but inevitably their studies raised questions.

The telephone company early learned that there is a business difference between the one-family house neighborhood and the apartment house neighborhood. Today one of the best sources of information as to probable future development is the telephone company, and for that reason the leaders in the telephone business were receptive to the proposition that a plan for the city which will guide its development in orderly fashion is a sound business proposition. It may have been from them that business men in general learned that city planning is an essential to business not a luxury; that it has practical value in promoting efficiency of operation and reducing waste in expenditure; that it is just as much a hardheaded proposition as planning an industrial plant or a department store and for analogous reasons.

The rapid change in urban conditions during recent years, due largely to the unprecedented size of the largest modern cities,—to the groups of skyscrapers which made street and transit facilities always inadequate despite great expenditures on widenings and subways, and finally to the invention and phenomenal increase in the use of automobiles,—forced the business element to reconsider many accepted practices. We began to realize that a city may profitably have more than one business center and that there may be benefit to one kind of business if it is considerably removed from other kinds; and finally that promiscuous crowding is a handicap to business. Furthermore we learned that different kinds of business need different public or semi-public services; the railroad siding is of first importance to one, the truck to another, the passenger automobile to another. This means a difference in size and arrangement of blocks, width and paving of streets.

When stated in general terms the newly recognized needs of business had some striking analogies to the proposals for city beautification. Gradually these proposals were recognized as having a basis of utility and we began to hear city planning described in terms of making our cities more useful. The realtors became interested in zoning as well as in sidewalk traffic counts; transportation men, noting the crowded con-

dition of downtown streets, advocated changing the location of freight terminals, and began to talk about store-door delivery. Merchants who had invested in expensive buildings or had long term leases began to realize that the losses due to the changing character of a neighborhood were due to a cause in large measure preventable. Manufacturers who had thought they must have their plants in the city center found more than compensating advantages in moving out. House owners who thought they had made an investment discovered that they had incurred a liability. Even that well known figure of speech, the tax payer, awoke to a dim realization that haphazard city building was costing more and producing less than the practical American citizen has a right to expect. The result was that city planning began to appear in all sorts of business conventions and to become an occasional subject of discussion in trade journals.

The first evidence of this was the rapid spread of zoning regulation throughout the country. Probably the principal cause of zoning regulation in a majority of our zoned cities was a desire to protect property values in residence districts. From consideration of residence districts interest soon extends to protection of business districts. And once that stage has been reached the local electorate begins to have a fairly clear conception of its community as an estate which is to be developed in an orderly and systematic way. Today the visitor who is shown about a typical American city by a typical chamber of commerce secretary will be told about the industrial district and the reasons for its location, the protection given to residence districts, the plan for through highways, proposals to provide downtown automobile parking space.

This new conception of city planning as a means of developing the city useful rather than the city beautiful is still new, and its most notable effects so far, except for zoning regulations, are to be found in plans rather than accomplishments. When the Toledo Chamber of Commerce makes the key note of its annual meeting a plan for the development of the Maumee River Valley, when the city planning committee of the Plainfield, N. J., Chamber of Commerce states that

"the primary principle of city planning is to list all of the likely requirements over a period of years, figure their probable cost and then determine how much money the city will have available to expend, etc," city planning is becoming a business affair understandable to the business man who knows that highways are essential to his business, who speaks the language of development, and who deals in terms of income and expenditure.

So chambers of commerce are appointing city planning committees or considering separate problems in relation to a plan for the whole city. They no longer think of civic beauty as a useless ornament or an occasional show place, but realize that it must permeate the whole city. They have passed the day when they would do as did the chamber of commerce in a Pennsylvania city. Becoming ashamed of the disreputable condition of the railroad approach to their city, they employed a negro dressed in eye-compelling and immaculate white, to enter the parlor car as a train entered the city and attract the traveler's attention to a little booklet describing in glowing terms the city's beauty spots.

For the change from beauty as the principal object of city planning to utility as its principal object does not mean any lessening of civic beauty. On the contrary it means more beauty, for today beauty is becoming recognized as an integral factor in satisfactory construction. The modern bank building is designed primarily as a bank, but in city after city the new bank buildings are show places. The office-building skyscraper, once apologized for as a necessary blemish due to our national practicality, is today used to illustrate our native capacity for making useful things beautiful. The city useful—the home and the product of business—developed with constant attention to its serving most effectively the needs of business, will become increasingly beautiful because of the increased wealth its utility creates.

TWO YEARS OF REGIONAL PLANNING IN LOS ANGELES COUNTY

By HUGH R. POMEROY

Secretary, Regional Planning Commission

LOS ANGELES County in January, 1923, established the first official Regional Planning Commission in the country. Based upon the preliminary work of the Regional Planning Conference, an unofficial citizens' organization, the activities of the Commission have entered into the major physical problems of a region of about 1200 square miles.

The gradual growth of an intercommunity consciousness, furthered by a common program of advertising Southern California to the world at large and a common participation in its benefits, was the general background for regional planning. The immediate necessity arose in connection with an intense population increase. According to the Federal census, Los Angeles County had a population of a little over 936,000 in 1920. On the basis of the last registration of voters, October 4, 1924, this had increased to over 2,150,000 or two and one-third times the figure of five years ago. In 1920 Los Angeles city had 62 per cent of the population of the county; today it has 51 per cent. In other words, the outer portions of the metropolitan region have been growing even more rapidly than Los Angeles city. This is particularly so in view of the fact that a portion of the increase in Los Angeles city population has been due to the annexation of territory populated above the average for the metropolitan region. The growth outside Los Angeles has been both in the building up of existing cities and in the urbanization of rural areas.

This rapidity of growth has brought about gigantic attendant problems. The transportation systems and the various functions of public service had been gradually expanded to take care of the first million. An additional million in five years has called for a degree of action constituting probably the most intense period of public activity in American history for any metropolitan area.

In all of this, a degree of order has been maintained and an orderliness of development is becoming increasingly evident. This is directly due to the establishment of regional planning,—not alone in the calling into being of an official Regional Planning Commission, but in the exercise of the function of regional planning throughout all public effort. There is no arbitrary and centralized control; there is rather the common application of a sound formula for a given problem by many agencies throughout the region.

The Regional Planning Commission exists as an advisory arm of the county government, with its field that of all problems affecting the development of the county. Where these problems concern municipalities, the Commission advises not only with the county government, but with municipal authorities as well, and thus acts as the regional adviser to forty-four municipal governments within the county. Where the problems affect unincorporated territory, recommendations

are made to the county government, and attention is given to matters rather in detail. In these detailed matters the Commission performs for unincorporated territory the same functions that are performed in a city by the City Planning Commission, whose work the Regional Planning Commission supplements in regional problems.

The regional work of the Commission began with the problem of subdivisions, by which rural and undeveloped territory has been rapidly fitted for urban occupation. Adequate standards of subdivision control have been established through coöperation with the City and County Engineers' Association, whose actual organization was incident to the work of the Regional Planning Commission.

The Commission has handled maps of over 1000 subdivisions in two years. These have been fitted to the pattern of the great metropolitan composite, and conformity to healthy standards has been secured. Vivid examples of the value of this work are evident throughout the county. In a number of cases actual proceedings in street widening and readjustment are being carried on adjacent to new tracts in which the need has been anticipated and the problem solved. In this field alone regional planning is the assurance against multiplied taxes and assessments for processes of readjustment and reconstruction. The pattern for subdivision control is a part of a regional highway plan which covers the entire metropolitan area.

While this great work has been going on directly at the hands of the Regional Planning Commission, the principle of regional planning in transportation has been concurrently exercised by a group of coöperating agencies. The Greater Harbor Committee of 200 of the Los Angeles Chamber of Commerce is perfecting a complete harbor plan involving all features of the transportation problem and embodying the principles recognized by the Regional Planning Commission, as well as the Commission's actual plans.

The Grade Crossing Committee, led by the Auto Club of Southern California, is performing notable work in evolving a gradual solution for this serious problem. The Regional Planning Commission is a constituent member of this committee.

The Traffic Commission is dealing primarily with Los Angeles city problems, having presented to the city a comprehensive major traffic street plan based upon recommendations of expert consultants, and forming a focal point in the Regional Plan. A similar plan of rapid transit is now being prepared.

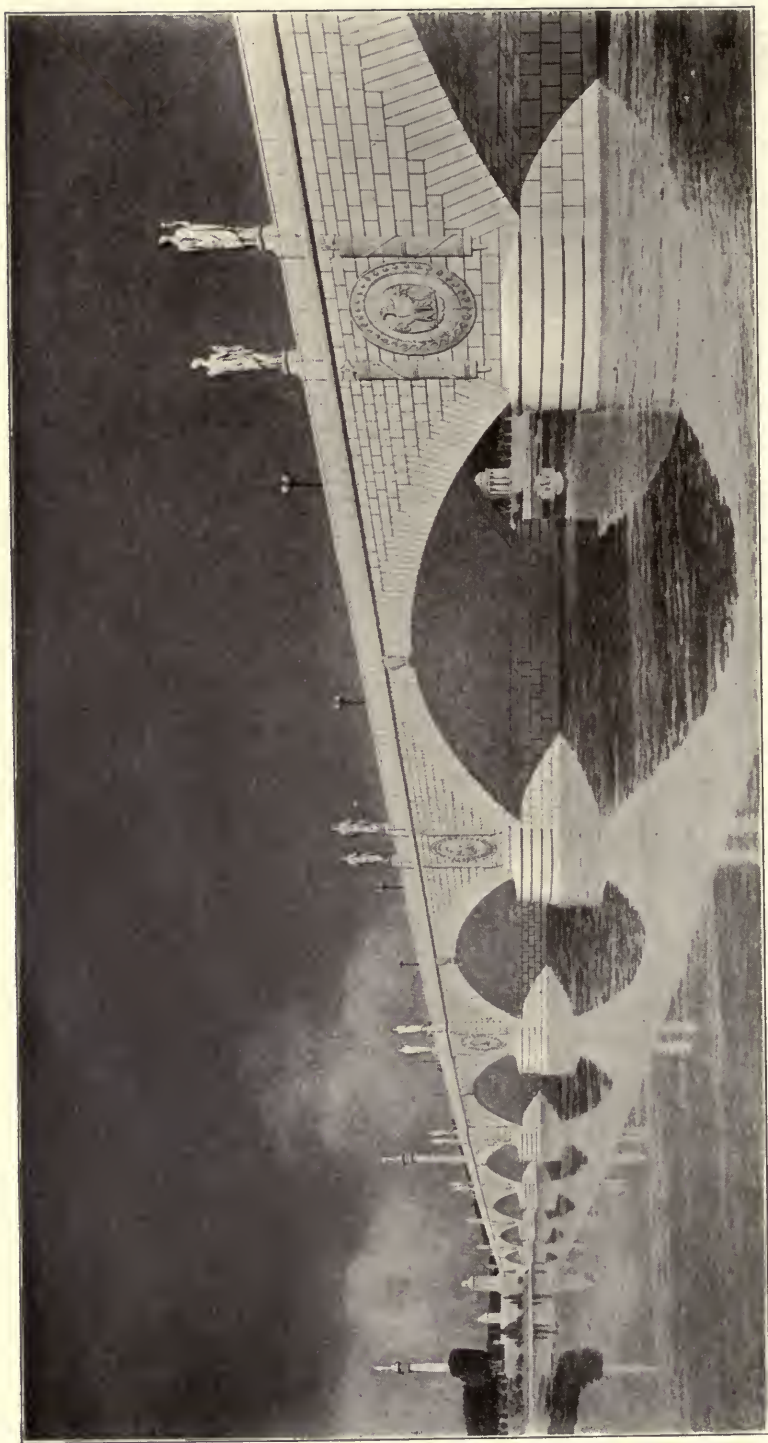
These agencies—primarily volunteer citizen organizations—are not conflicting, but coöperative. Interlocking personnel and the common factor of regional planning tie them together into an effective whole. In the envisioning of the future and in the evolving of a plan and program there is likewise no sharp distinction between official and lay citizen. All are working together in a common cause and with a common devotion. The Los Angeles City Planning Commission and the planning commissions of the other municipalities fit into this work as coöperating agencies. Back of it all is an enlightened citizenship, actively at work. Dozens of local committees, composed of hundreds of civic leaders, are busy in all parts of the region upon projects under the direction of the Regional Planning Commission.

This type of activity is evident in all of the major problems affecting the great region of which Los Angeles is a center. Transportation has been the most urgent of the problems because most quick to show any inadequacy of facilities. Immediate economic reaction to the condition of the means of transportation, rail, highway or water, has been a powerful incentive in the determined effort which has analyzed basic principles and is carrying forward a gigantic program. At the same time regional planning has encompassed in its scope other great areas of activity.

The basis is being laid for a metropolitan park system which shall conserve and develop the wonderful recreational resources which have constituted one of Southern California's greatest assets. In this there is not merely a plan of results to be achieved, but a definite move to set up a metropolitan jurisdiction able to handle the entire situation. The working out of this program is expected to be consummated within a year. The type of legislation is similar to that upon which is based the Cook County Forest Preserve District in Illinois, except that it is specific in its creation of the district rather than merely enabling. A similar district for flood control was established in Los Angeles County in 1915.

In sanitation two years have revolutionized the administration of the function of sewerage. Over forty separate municipalities and dozens of unincorporated communities struggled separately with the problem. There are over ninety unincorporated communities in Los Angeles County, about forty-five of which are of two thousand population or more, the figures reaching from twenty-five to seventy-five thousand in several cases. These communities are all directly under the jurisdiction of the county government. Today the engineering for sewerage for the entire region is being done on a metropolitan basis. There are two great ultimate units in the system. The first is the city of Los Angeles and seven other municipalities. The other is a joint district system based on regional planning legislation, which will care for the remainder of the metropolitan sanitation area. The first bonds have been voted to carry out this system.

The future supply of water will be upon a metropolitan basis. Present sources of water must be augmented, and the eyes of Southern California are turned toward the Colorado River. A district, to be formed of noncontiguous municipal and urbanized regions, will be the means of financing and of distribution. This is indeed the idea of regional planning expanded in this field to all Southern California.



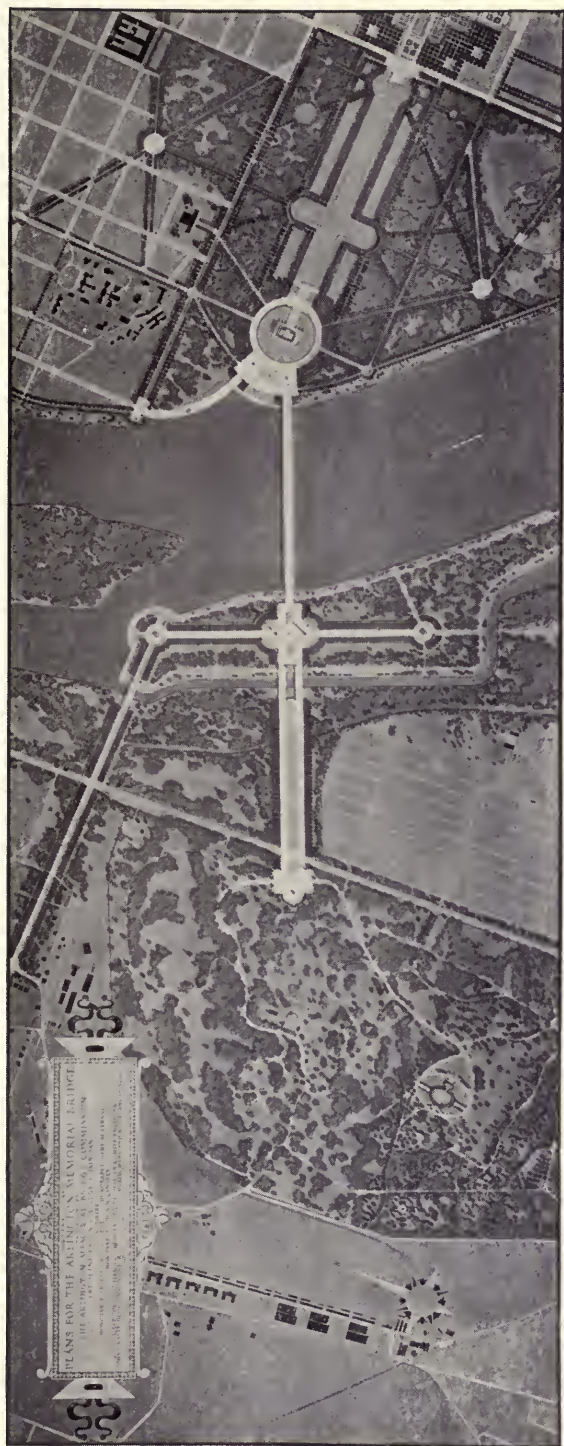
The Arlington Memorial Bridge in the District of Columbia

Prepared by the Arlington Memorial Bridge Commission

President Calvin Coolidge, *Chairman*

Lieut. Col. C. O. Sherrill, *Executive Officer and Chief Engineer*; John L. Nagle, *Designing Engineer*

McKim, Mead & White, *Architects*



Courtesy of McKim, Mead & White, Architects

General Plan for the Arlington Memorial Bridge at Washington

A bridge to connect the Lincoln Memorial and the Robert E. Lee Mansion, now in the National Cemetery at Arlington, was part of the plan of the Senate Park Commission of the District of Columbia of 1902.

The construction of this bridge is the next step in carrying out that plan.

LEGAL NOTES

Conducted by FRANK BACKUS WILLIAMS

CITY PLANNING LAW IN 1923 AND 1924*

CITY PLANNING includes in its scope the planning not only of the public features of the community, such as streets and parks, but of the land devoted to private uses, such as residence, business and industry, in the effort to direct, so far as may be deemed wise, the development of the community as a whole. For the most part, at present, the private features of the town, city or region, in so far as they are controlled by the public in the effort to create a unified and coördinated community, are regulated by zoning laws and ordinances. In this issue zoning events are considered elsewhere;¹ hereafter they will be included here. In this first article events in the more recent past will be summarily taken up; hereafter, the occurrences of the current quarter will be considered.

REGIONAL PLANNING

There are two administrative methods by which the physical features of any given territory regarded for planning purposes as a region may be coördinated in the attainment of a measure of the unity necessary to its economical, healthful and efficient life. It may consist in the direct coördination of these functions, by a local authority—which may be the general local government of the region or an authority created for planning only, leaving other local functions to the regular local authorities for the region; or it may consist in the coördination or supervision by a superior authority of the planning which the local governments themselves are undertaking. In addition there is local planning in various parts of its territory by a government with jurisdiction over an extensive area, like a county. Commendable as this is, it is not regional planning.

Planning by local governments with authority over large areas is not uncommon in this country. During the last two years laws providing for an extension of such planning have been passed in several jurisdictions, county planning commissions having been authorized.²

In Ohio the legislation³ is more complicated. Under it, counties and groups of municipalities are given the right to create planning commissions, with power to make plans for the region. These plans, when adopted by the planning com-

* In this article the writer reviews the progress of city planning law since the publication of his book *The Law of City Planning and Zoning* (The Macmillan Company, New York) in December, 1922.

¹See page 17. See also the writer's review of zoning legislation in the *American City Municipal Index*.

²Penn. 1923 p. 131; Hawaii 1923 No. 150.

³Code sec. 4366-13 to 19

mission of a city in the region, bind it to the same extent as a city plan and can be overruled only by a two-thirds vote of the council and the head of the department concerned; and if adopted by a county, may be reversed only by a unanimous vote of the county commissioners.

Perhaps the most novel provision in regional planning during the last two years is contained in the so-called Nassau County Charter in New York¹ enacted by the state legislature, subject to ratification in 1925 by vote of the county. Under it a county planning commission is authorized to which must be referred before final action the planning and zoning ordinances of cities and villages as well as similar action by the county itself through its commissioners, with regard to unincorporated areas.

The new feature relates to the zoning of the strip, 500 feet wide, on each side of the boundary of adjacent communities. In zoning there is a tendency to relegate objectionable developments to the outskirts of the community, to the detriment of a neighboring community. The Nassau county charter provides that in so far as this 500 foot strip is affected by the zoning ordinances, it shall not go into effect until ratified by the authorities of the neighboring village or city; or in default of such ratification, by a three fourths vote of the county commissioners; the provisions with regard to unincorporated areas in the county being similar. In common with all planning and zoning regulations, these ordinances go to the county planning commission for consideration and report before final action on them. It is hoped that in this way both in developed and more outlying territory mutual consideration and adjustment will be promoted among the communities of the county to the common good.

In regional planning Massachusetts is a pioneer. More than fifty years ago she provided for a sewer district to include Boston and 39 cities and towns round about it; followed by similar legislation with regard to water supply and parks. These activities are controlled by a Metropolitan District Commission. In 1923² a Division of Metropolitan Planning was formed in the Commission, with power to investigate transit and advise with and consult the various local governments in the Region.³

Massachusetts also created, in 1924⁴ a Connecticut Valley Regional Planning Commission, with power to investigate and report; and authorized the planning and construction of State trails for forest lovers.⁵

STATE PARKS

The obvious method of obtaining the unity of action needed for the inauguration and progress of the uniform planning of a region, including within its limits a number of local governments, is the creation of a single agency with the legal

¹State Laws, 1923, Ch. 863

²Ch. 399

³For fuller information on this subject see an article entitled "A Pioneer in Regional Planning" by Arthur A. Shurtleff, in *Housing Betterment* for November, 1923. The official reports of the commission should also be consulted.

⁴Resolves, Ch. 55

⁵Acts, Ch. 284

power to plan it as a whole, while leaving to the existing local governments within it all their other governmental powers, and a proper measure of control over the agency itself. To such a method there are often objections, even in those cases in which it is, politically, possible. It is therefore worthy of note that the state government, with its state wide power, may in some cases be used in the coördination of certain features of the region most important in regional planning. The power to lay out state highways is of this sort, also the power to create state parks.

In 1923 the state of Kentucky created a state park commission.¹ In New York, which has many state park commissions, a state council of parks has come into existence.² And a single commission has been formed for all of Long Island outside of New York City.³

PLATTING

Platting statutes may be divided into two classes; first, those which authorize but do not require the making of a plat for the development and sale of land, or if they do require it, make the regulations with regard to it more or less routine; second, those which require the making and record of a plat, with the dedication of streets or other open spaces. While it would seem to be constitutional to compel the land owner, if he wishes to sell his land for building development, to leave open spaces, it may be doubted whether he can be required, constitutionally, to dedicate them. The platting statutes enacted in the last two years are given below.⁴

ESTABLISHMENT OF STREET PLAN

Perhaps the most important part of the city plan is the street system. The great reason why more and better city plans are not made in this country is because there is no way in which they can be protected. Except in Pennsylvania, land owners have the legal right to build in the bed of mapped streets, and, unfortunately, often do so, to the serious injury of the plan.

Two methods have been proposed in this country within the last few years of protecting the street plan from the encroachments of the owners of the land planned, the one under the police power, the other by eminent domain.

Under the police power method the application of the land owner for a permit to build is refused if the land is within the bed of a mapped street, but he may resort

¹Laws Ch. 9, p. 13

²Laws, Ch. 189

³Laws, Ch. 112. In this law there is a provision authorizing the temporary transfer of experts and other higher employees from one board or commission to another without loss of civil service grade, compensation or pension, and for the conveyance to the commission of adjacent land under water, in so far as it belongs to the State.

⁴Statutes of the second class are distinguished from the others by a star. The statutes are:

* California, Gen. Laws, Act. 2065, Amended, 1923, ch 163. (p. 378)

Illinois, Rev. Stats.

* Kentucky, 1924, ch. 87 (p. 230)

* New Jersey, 1924, ch. 49, p. 99; ch. 73, p. 145

* New York, 1924, ch. 581

* Ohio Code (as amended 1923) sec. 3580, ff.

Oklahoma, 1923, ch. 177, ff.

Virginia 1924, ch. 468, p. 557

* Wisconsin, ch. 106, sec. 2260, amended 1923 chs. 223, 304, 378

to a board of appeals. If the board finds that the land is not, in its existing state, bringing in a fair return on its market value, the board may issue the permit for a building which while yielding a proper return, will interfere as little as possible with the construction of the future street; as, for instance, by allowing a temporary building to be erected, which will amortise itself before the street is needed. If however, the land is outside of thickly settled neighborhoods, it will probably be unnecessary to build precisely in the bed of a street in order to obtain a fair return on it, especially if the street is constructed as soon as there is need for it.¹

During 1923 the police power method of protecting the street plan although it nowhere became law, nevertheless made some progress. A provision of this sort contained in the Nassau County charter, already referred to, was embodied in a New York City administration bill introduced into the State legislature, and in a proposed revision of the city charter; and was part of a charter amendment for St. Petersburg, Florida, passed by the state legislature which failed of ratification by the voters of the city.

During 1924 Judge Nichols of Boston, the well known author of the work on Eminent Domain, proposed, and the Federation of Planning Boards of Massachusetts approved of a scheme for protecting the street plan under eminent domain; and a bill along these lines is to be introduced in the Massachusetts legislature. This scheme authorizes the taking of an easement forbidding buildings in mapped streets; the easement to be obtained merely by filing the street plan, leaving it to the land owner if he feels aggrieved, to begin proceedings to recover compensation. It is the belief of the proponents of this scheme, founded on experience in the taking of easements for set-backs, and similar cases, that the owner will seldom find it worth while to begin suit; and that therefore the eminent domain method, which is unquestionably constitutional, will be also inexpensive and practicable.²

PLANNING COMMISSIONS

In 1923 a number of states passed laws authorizing the appointment of local planning commissions. A table of these laws is given below.³

INTERSTATE COMPACTS

The reader will remember that the problem of creating a single planning authority for a region parts of which are in different states in this country, was solved for the Port of New York, partly in New York, partly in New Jersey, by

¹For a fuller account of this method, see Williams, *Law of City Planning and Zoning*, pp. 30, ff.

²The interested reader should obtain Judge Nichols' pamphlet on this subject, entitled "Protecting the City Plan—The Next Steps", being Bulletin No. 16, November, 1924, of the Massachusetts Federation of Planning Boards, Edward T. Hartman, Secretary, 37 State House, Boston, Mass.

³Ohio, Code, 4366-1 and ff. The powers of planning commissions have also been increased with regard to platting, which sec.

Oklahoma, Ch. 177

Michigan No. 119 (extension of home rule powers to create departments.)

Maine, Private Laws, Ch. 109, art. VI, sec. 13; Ch. 104, sec. 26; being the planning provisions of two charters for the city of Portland, passed subject to referendum. In each case they give planning powers to a park commission.

Pennsylvania, Acts, p. 855 (boroughs)

See also Regional Planning, above.

amendment to the treaty of 1834 between them, ratified by the Congress of the United States.¹ Similarly a number of western states in 1923 passed legislation looking toward the regulation of interstate rivers by compact between or among the states concerned, ratified by the National Congress. The constitutionality of such laws seems to be entirely clear.²

EMINENT DOMAIN

The intensity and rapidity of modern traffic has much increased the importance of an unimpeded view at street corners. In one or two zoning ordinances provision has been made to secure a view through structures on the corner, without compensation. Pennsylvania passed a law in 1923³ providing for such a view clearance by eminent domain.

A number of states in 1923 enacted legislation for the fixing of set back or building lines by eminent domain.⁴

EXCESS CONDEMNATION

A novel excess condemnation statute was passed by the State of New York in 1923⁵ authorizing the city of Niagara Falls by the employment of this power to widen and relocate parts of its Main Street. On account of the doubts with regard to the constitutionality of statutes of excess condemnation enacted without constitutional amendments authorizing them, virtually all the excess condemnation statutes now passed or in operation, are founded on such amendments. The Massachusetts amendment provides that the State legislature shall in each case pass a special statute describing the land to be taken; under the other amendments general empowering acts may be passed. These amendments, however, do not preclude special legislation, and Niagara Falls has asked for and obtained a special act.

LOCAL ASSESSMENTS

Wherever a public work confers a special benefit upon the owner of neighboring land, it is expedient and just that he should pay a special tax in proportion to such benefit; and the practice of levying such an assessment is well established in this country in the case of the laying out of streets and a few other improvements. In the construction of local transit lines, however, this principle has rarely been applied. Many years ago a statute was passed in New York⁶ authorizing special assessments

¹See Williams, *Law of City Planning and Zoning*, pp. 549, 597

²The rivers to be regulated were the Colorado, by Arizona, California, Colorado, Nevada, New Mexico, Utah, Wyoming; the South Platte by Nebraska; the Missouri by North Dakota, South Dakota, Montana; the La Plata, by New Mexico, Colorado. In each case the ratification of Congress is deemed necessary, and in a few cases has been secured. In a few cases the compact has been authorized by all parties, and in the rest only a beginning has been made. The state laws will be found by reference to the session laws of the states referred to.

³p. 801

⁴Minnesota, 1923, ch. 193, amending 1903, ch. 194
Pennsylvania, pp. 107, 949
Indiana, ch. 91

⁵Ch. 170

⁶Laws 1909 amending (by sec. 17) laws 1891, as heretofore amended by adding thereto sec. 37, pars. 3-9, as amended by laws 1915, ch. 545, applying to the City of New York.

in such cases, but was never utilized. It is now proposed to tear down the Sixth Avenue Elevated Railroad in New York, and put it underground. The property owners on the route, for the most part, have signed petitions urging that this be done, and recognizing that it would not be undertaken on any other basis, have agreed to pay special assessments for the purpose. In 1924 statutes were passed to facilitate the doing of the work in this way.¹

OUTDOOR ADVERTISING

Planning is and should be undertaken mainly for health, safety and efficiency. Nevertheless, planning to prevent defacement and add to the attractiveness of land owned by the public, or private land exposed for private ends to public view, adds to the pleasure of life and is even a financial advantage. Under our unamended constitutions private property even if in public view cannot be regulated, under the police power and without compensation, solely for its appearance; and in the case of such wide spread abuses as occur in outdoor advertising, regulation with compensation is practically impossible. Many of the abuses of outdoor advertising, however, can be dealt with by police regulation. The last two years has added to the number of laws, already considerable, aimed to prevent the construction and maintenance of bill boards and other forms of outdoor advertising on public property, and on private property without the consent of the owner. Additional laws for the taxation of such advertising have also been passed. A list of these laws is given below.²

Massachusetts is the only state in this country that has passed a constitutional amendment,³ authorizing its legislature to enact laws to regulate and restrict outdoor advertising on private property in public view in order to improve its appearance and prevent it from disfiguring neighboring property. Under this amendment laws

¹Laws 1924, chs. 41,42

²STATUTES REGULATING OR TAXING OUTDOOR ADVERTISING. Statutes forbidding advertising on public property are marked with a star; those forbidding such advertising on private property without the permission of the owner are marked with a dagger; those taxing or licensing such advertisements, or the advertiser, or the business, are marked with a double dagger; those which do not fall into any of these categories are specially annotated.

Under zoning ordinances duly authorized by law and appropriately drawn, outdoor advertising may be forbidden in residential districts; and as a rule, such ordinances do forbid such advertising except, to a very limited extent, the business or profession of the resident (as for instance a doctor) etc. Special statutes and ordinances may also be enacted, excluding outdoor advertising from residential neighborhoods. See on this subject, Williams: *The Law of City Planning and Zoning*, p. 412, ff. No attempt has been made to include such statutes and ordinances under them in this table.

* Colorado, 1923, ch. 128

* Iowa (1923) Code, sec. 4846, 4847

† La. 1924, No. 120 (p. 187)

Mass. 1924, chs. 85, 327, 334, 490, see text.

* Minnesota, (1923) ch. 439, sec. 11

‡ Miss. 1924, ch. 117, sec. 3 (p 120)

* Mo. 1923, p. 260

† Neb. 1923, ch. 159

† New York, 1924, ch 515, Conservation Law, sec. 61-a. See text.

† N. C. 1924 (extra sess.) No. 383

Utah, 1923, ch. 27; see statute.

Wash. 1923, ch. 129 (Code, Supp., sec. 10510-ff.) See statute.

³Art. L

have been passed, which in 1924 have been amended and much improved. The interested reader should send for the pamphlet of the Massachusetts Federation of Planning Boards on this subject.¹

Somewhat different in principle from any of the foregoing laws is the New York statute cited in the table, which prohibits the erection or maintenance without the permission of the State Commissioner of Conservation, of outdoor advertising in the Adirondack Park. Within the limits of the so-called park are lands still in private ownership, and the prohibition applies to all these lands except private property inside villages, which is expressly excluded. The theory of the bill may well be that although outdoor advertising in business localities may be proper it may be prohibited elsewhere on account of the special character of the region. The law is being enforced by the Conservation Commissioner, without objection from the property owners and advertisers, and already a large number of signs have been removed.

ESTHETICS

Private property may not be regulated by the public for purely esthetic reasons without compensation; but laws may be passed by the people's representatives in the legislature to compel the people's agents, in the construction of public buildings and in deciding whether or not to accept gifts to the public, to give beauty its due weight; and in many cities and states there are commissions who must approve of the location and design of public buildings before they can be constructed and of works of art to be purchased by the public authorities or accepted by them as gifts before they can become public property.² Last year New York State passed a law for the creation of a state bureau of fine arts for this purpose.³ The act follows closely the excellent law for New York City, which has served as a model in so many cities and states.⁴—F.B.W.

¹Legal Regulation of Bill Boards, being Bulletin No. 15, September, 1924.

²See the Law of City Planning and Zoning, pp. 563, 638

³Laws of New York, Ch. 228

⁴New York City Charter, Ch. XII, Title 2; given in full in The Law of City Planning and Zoning, p. 584.

CURRENT PROGRESS

Conducted by GEORGE B. FORD, Chairman
LAWRENCE VEILLER HAROLD S. BUTTENHEIM

Hundreds of American cities and towns are making plans. Over three hundred have already zoned. Almost as many are controlling subdivision platting. Traffic regulation is general. Most communities are to a greater or less extent widening thoroughfares, providing parks and playgrounds, building schools, fire houses and municipal buildings of various sorts. Many are trying to solve their railroad, waterfront, street railway and bus problems.

Gradually communities large and small are realizing that these problems can not be solved, each by itself. They are finding that it is hard to work out a permanent solution of any of these problems without studying how they fit in with one another. In other words, they are finding that they have to make a general development plan for the whole community to grow to. Whence the City Planning Boards and Commissions.

When a Board starts to plan it finds that there is little readily available experience that it can apply. It naturally wants to know what has worked elsewhere or at least it wants to avoid the mistakes of other communities. Thus such questions as the following are being asked more and more: Is city planning working out in practice? Where is it getting the best results? What are they? Why do some plans die? What sort of communities are planning most effectively? What sort of people and what kinds of organizations are backing the city plans? What do plans cost? How fast can plans be put into effect? What methods seem to bring the best results? Does city planning actually save money to cities?

It is the aim of this Current Progress department to answer these questions from what is actually happening in city planning throughout America and abroad. Especial emphasis will be laid on results: the plans that are carried out to good purpose. However, new ideas in projected plans should be featured so that all may study them. All should contribute anything they have of general interest. Small town plans may be as worthy of study as plans for great metropolitan areas.

Obviously the editors cannot begin to know about all or even most of the worth while things that are taking place in city planning unless every reader makes it a point, personally, to send in a statement, printed or typewritten, about those achievements with which he is in touch. This magazine will be of real use to all just in proportion as the readers feel that it is their magazine and they collaborate in its preparation.

G. B. F.

ZONING ROUNDTABLE

Conducted by EDWARD M. BASSETT

EXPLOITATION OF HOME DISTRICTS BY APARTMENT HOUSES

There is the right apartment house location and there is the exploitation apartment house location which is the wrong one. If a vacant twenty-acre field to Evanston, Montclair or Newton would be impossible for an apartment house, then zoning ought to make the same field impossible when it is built up with fine detached homes. If a vacant twenty-acre plot on Michigan Avenue, Euclid Avenue or Park Avenue would build up with apartment houses notwithstanding, then it is the right place for apartment houses and the zoning plan ought to allow them. It is a question of distance and exploitation. How insidious is the argument of the exploiter. He always says that an apartment house in a fine home district increases land value and that a skyscraper does the same in a business district. He refrains from telling what the result will be to the community twenty years later.

Montclair and Park Avenue are the two extremes. The suburbs of a growing city, like New York, Baltimore or Chicago, present a more difficult problem. Flatbush is both illustrative and instructive. This suburb lies between Prospect Park and Manhattan Beach in the borough of Brooklyn. Until recently it was farm land cultivated by the descendants of the original Dutch settlers. About thirty years ago the city grew out to it and well-to-do families, especially young married couples, began to go to Flatbush and build detached homes. When Greater New York was zoned in 1916 Flatbush was only beginning to become a great home area. Some trolley-car streets, like Flatbush Avenue, had already partly developed into business districts. The zoning plan continued these streets as business districts throughout their entire length. Several wide traffic streets having deep lots were zoned for apartment houses on the area map. Buffer districts for apartment houses were introduced between business streets and detached home districts. The remaining land was zoned for one and two family houses, not on the use map however, but on the area map. The first effect of the zoning was to build up the E area districts with a fine type of one-family homes. There was a demand for more areas to be similarly protected, and the result was that the board of estimate multiplied these E districts. Later a new and more restricted district on the area map was created, called F, and some of these home localities were on petition brought within the F district. The requirements of this district are a front yard of at least fifteen feet, two side yards of at least five feet each and the building must not cover more than 25% of the lot.

What has been the result? Probably nowhere in the United States can the effect of zoning be exemplified better than in Flatbush. This region was unspoiled territory when the zoning came, has developed rapidly and has had the benefit of nearly ten years of zoning. The business streets have become better business streets because business could go nowhere else. There has been a decided tendency

to build sunlight stores one story high. These streets exemplify the proposition that business streets should be all business if possible. Business streets are not the places to bring up children. The wide traffic streets set apart for apartment houses are building up with the best type of apartment house, largely with interior courts. Between these main traffic streets are the large districts of private homes. Next to Flatbush Avenue, the main business street, are buffer districts for apartment houses.

Here one can see the development of an inter-dependent community of buildings and uses. There are the permanent home districts where children can grow up in the open, apartment houses for young married people before children are numerous and for the old people after they have brought up their families, business segregated in its proper places, and public garage centers plentifully supplied where they do no hurt. The apartment dwellers are better off than in solid apartment house areas because the tenants have more light and air and can walk out on pleasant streets. The private home owners have the benefit of more stores, better local facilities and lower prices due to the presence of the apartment house customers. It is also remarkable that apartment lots do not seek to become business, and private home areas do not seek to change to apartment house districts. Uses of buildings and values of all the kinds of land have become pretty well stabilized and the owners are well suited. At the coming international conference I hope to show this area to many attending members.—E.M.B.

WHAT IS CITY PLANNING?

Is there a definite field of city planning? If so, what are its boundaries?
Does every city have a plan or only certain favored cities?
Is city planning a branch of architecture?
Is city planning exclusively in the domain of engineering?
Is platting a branch of landscape architecture?
Is the design of public buildings composing a civic center in the field of city planning?
Is the landscape treatment of a park in the field of city planning?
Should we say city planning and zoning, or is zoning a part of city planning?
Is a gas distribution layout within the field of city planning?
Is the establishment of a private golf course within the field of city planning?
Is city planning effected in part by private restrictions imposed on buildable land?
Is the design of private structures within the field of city planning?
How about churches and hospitals?
Is the determination of ferry routes within the field of city planning?
Is the science of street paving within the field of city planning?
Is it city planning to lay out private building plots on a map?
Is it city planning to determine sidewalk widths in a public street? A private street?
Is the city plan tangible or visible? Is it intangible and invisible?
If you answer the above questions yes or no, do you follow a principle in your answers? If so, what is the principle?
What is city planning, anyway?
Now that the author of this column has sufficiently mixed up himself and perhaps other city planners of ordinary insight, he will ponder these things for three months and then take a hack at some of the answers.—E.M.B.

INSTITUTE NEWS

Conducted by FLAVEL SHURTLEFF, Secretary

INTERNATIONAL TOWN, CITY, AND REGIONAL PLANNING CONFERENCE

New York City, April 20-25, 1925

PROGRAM*

MONDAY, APRIL 20, 1925

9:00-10:30 A.M. REGISTRATION—Conference Headquarters, Hotel Pennsylvania.

10:30-12:00 M. PROGRESS IN PLANNING THROUGHOUT THE WORLD:

George B. Ford, President, National Conference on City Planning; D. Everett Waid, President, American Institute of Architects.

12:30- 2:00 P.M. LUNCHEON.

2:00 P. M. BETTER DISTRIBUTION OF PEOPLE AND INDUSTRIES WITHIN
THE REGION:

Methods of Distribution—Dr. R. Heiligenthal, Oberbaurat, Berlin, and Dr. Raymond Unwin, Chief Housing Architect to the British Ministry of Health. Local Government—Dr. Van-Poelje, Chief of the Hague Education Department, formerly Town Clerk of Helder, and G. Montagu Harris, Barrister-at-Law (British Ministry of Health).

Finance—C. B. Purdom, Finance Director, Welwyn Garden City.

Traffic—Auguste Bruggeman and Jaques Gréber, Professors at the Paris School of Higher Civics.

8:00 P. M. WATER FRONTS AND WATER WAYS, THEIR DEVELOPMENT FOR
COMMERCE AND RECREATION:

Recreational Development—Jay Downer, Consulting Engineer and Executive, Westchester County Park Commission, New York.

Commercial Development—Colonel P. L. Gerhardt, Vice-President, Bush Terminal Co., Brooklyn, New York.

TOWN PLANNING IN NEW ZEALAND—Illustrated by films and slides—Hurst Seagar.

TUESDAY, APRIL 21, 1925

10:00 A. M. CITY PLANNING AS A PERMANENT SOLUTION OF THE TRAFFIC
PROBLEM—Arthur S. Tuttle, Chief Engineer, Board of Estimate and Apportionment, New York City, and Morris Knowles, Chairman, City Planning Commission, Pittsburgh, Pa.

ARTERIAL ROADS—G. L. Pepler, Chief Town Planning Inspector, British Ministry of Health, and Dr. Joseph Brix, Regierungsrat, Professor at the Technical High School, Berlin-Charlottenburg.

12:00-2:00 P. M. LUNCHEON

2:30 P. M. TOUR ROUND MANHATTAN ISLAND.

8:00 P. M. JOINT SESSION WITH AMERICAN INSTITUTE OF ARCHITECTS AT
GRAND CENTRAL PALACE.

*Arranged by The American City Planning Institute, The National Conference on City Planning, and The National Federation for Town and Country Planning and Garden Cities. Many affiliated organizations are joining in this conference. The order of the papers is subject to change when the program is made up in final form.

WEDNESDAY, APRIL 22, 1925**10:00 A. M. PLANNING OF UNBUILT AREAS:**

Platting or Site Planning—Professor Sverre Pedersen, City Architect, Trondhjem, Norway.

Zoning of Undeveloped Areas—Robert Whitten, City Planner, Cleveland, Ohio.
Protecting the Official Street Plan—Philip Nichols, Attorney-at-Law, Boston.

12:30–2:00 P. M. LUNCHEON

2:30–4:00 P. M. HOW TO LAY OUT THE REGIONS FOR PLANNING, AND THE GOVERNMENT OF REGIONS IN RELATION TO PLANNING—Alfred Bettman, Attorney-at-Law, Cincinnati, Ohio; Thomas H. Reed, Director, Department of Government, University of Michigan.

A PLAN FOR THE STATE OF NEW YORK—Clarence Stein, Chairman New York State Commission on Housing and Regional Planning.

8:00 P. M. A REGIONAL PLAN FOR NEW YORK AND ITS ENVIRONS—Thomas Adams, General Director, Regional Plan of New York and Its Environs.

TRANSPORTATION IN THE NEW YORK REGION—Colonel William J. Wilgus, Consulting Engineer, New York City.

DISCUSSION.

THURSDAY, APRIL 23, 1925**10:00 A. M. ZONING PRACTICE IN AMERICA:**

Fundamentals of American Zoning with Special Reference to the Vital Importance of Court Review—Edward M. Bassett, Counsel, Zoning Committee, New York City.

Zoning and the Street System—Lawrence V. Sheridan, Planning Consultant, Indianapolis, Ind., T. Glenn Phillips, Landscape Architect and Planning Consultant, Detroit, Michigan.

The Influence of Zoning on High Buildings and Street Traffic—E. P. Goodrich, Consultant on Traffic and Zoning, Regional Plan of New York and Its Environs; Harvey W. Corbett, Member, American Institute of Architects, New York City.

12:00–2:00 P. M. LUNCHEON

2:00 P. M. AERIAL PHOTOGRAPHIC MAPPING IN RELATION TO CITY PLANNING AND ZONING—Gerard H. Matthes, Consulting Engineer, Fairchild Aerial Surveys, New York City.

3:30 P. M. BUSINESS SESSION, NATIONAL CONFERENCE ON CITY PLANNING.

8:00 P. M. BANQUET.

PAN AMERICAN CONFERENCE ON CAPITAL CITIES

Delegates to the International Conference in New York are invited to attend the Pan American Conference on Capital Cities held by the Committee on Federal City of The American Civic Association on April 27th and 28th. The program includes a Pan American dinner at The Mayflower (27th), inspection of exhibits of Pan American capitals, international luncheon, trip around Washington, and evening meeting at Pan American Union (28th).

CITY PLANNING PRIZE ESSAY

Mr. Frank B. Williams, a member of the Board of Governors of the American City Planning Institute, is offering, as he did last year, a prize of \$250 for the best essay on "BLIGHTED DISTRICTS: THEIR CAUSE AND CURE".

The competition is open to undergraduates and graduates of not more than three years standing, of the Institutions in the United States *giving instruction in city planning*. Mr. Williams is anxious that the competition be called to the attention of students and recent graduates of law schools, schools of landscape architecture, of engineering, of social ethics and departments of government in colleges where city planning instruction is given. He believes that for solid accomplishment in planning, a sound legal basis is necessary. He also believes that many of the larger city planning enterprises can better be accomplished by the collaboration of specialists in the various phases of this many-sided subject.

The Committee of the American City Planning Institute which will conduct the competition is thoroughly in accord with Mr. Williams, and it is with the hope that a competition of this sort will induce collaboration that the prize is offered.

The right is of course reserved to modify in any necessary particular the conditions of the competition. The conditions as announced are as follows:

The essay should contain not more than 3500 words.

To the essay may be appended material such as tables, diagrams, plans, bibliography, indexes, etc., not exceeding in all 3000 words or its equivalent in pages. Two or more competitors may collaborate, the prize to be divided among them in case they are successful.

The essays should be typewritten and signed with a fictitious name, and should be accompanied by a sealed envelope containing the name and address of the competitor or competitors. They should be sent to Flavel Shurtleff, 130 E. 22nd St., New York City, so as to reach him on or before June 1st, 1925.

THIRD INTERNATIONAL CONGRESS OF CITIES

The third congress of the Union Internationale des Villes will take place in Paris from September 28 to October 2, 1925, and will be concerned largely with regional administration of metropolitan areas. The United States will be represented by the President of The National Conference on City Planning, Mr. Ford, and it is hoped others will attend. Inquiries should be addressed to the Union Internationale at 3^{bis}, rue de la Régence, Bruxelles.

BOOK REVIEWS & BOOK LISTS

Conducted by THEODORA KIMBALL HUBBARD

LIST OF PLAN REPORTS, 1924*

Compiled in the Library of the School of Landscape Architecture at Harvard University
with the assistance of Katherine McNamara, Librarian

ALLENTOWN, PA. PENNSYLVANIA BUREAU OF MUNICIPALITIES. Allentown survey. Bulletins No. 3, 5, 6, 7, Nov. 1, 1923–Nov. 1, 1924. Mimeographed bulletins. (B. A. Haldeman, Chief, Division of City Planning and Municipal Engineering.)

No. 3: The street system of Allentown, with general suggestions relating to street planning. 16 p.

No. 5: A park proposal for the valleys of the Little Lehigh and Cedar Creeks. Allentown, Pa. 12 p.

No. 6: Lehigh River bridges as affecting the traffic problems of Allentown. 9 p.

No. 7: The improvements and extension of the street system of Allentown. 19 p.

ATLANTA, GA. BEELER, JOHN A. Report to the city of Atlanta on a plan for local transportation, Dec. 1924. (A report to Special Traction Committee, John A. Beeler, consulting engineer.) 203 p. maps and plans (part folded), drawing, diagrams, tables.

BALTIMORE, MD. COMMITTEE ON TRAFFIC. Report to His Honor Howard W. Jackson, Mayor of Baltimore, Md. 1923. 47 p. plans, diagrams, tables.

BOSTON, MASS. CITY PLANNING BOARD. A compendium of reports and studies relating to the commerce and industries of Boston, compiled by William A. Leahy. 1924. 357 p. aerial views, maps, diagram. (Document 81–1924.)

Also historical account of city planning in Boston and work of City Planning Board, in Boston year book 1923–1924, p. 90–101.

———. Zoning for Boston: a survey and a comprehensive plan: law enacted by Massachusetts Legislature, Chapter 488, Acts of 1924, in effect June 5, 1924. Boston, 1924. 64 p. photos., maps (part folded), diagrams.

CHICAGO, ILL. PLAN COMMISSION. How the LaSalle Street improvement affects you. Chicago, Mar. 31, 1924. 31 p.

———. CHICAGO REGIONAL PLANNING ASSOCIATION. Highways in the region of Chicago; a preliminary study. Nov. 1924. 15 p. photos, maps.

*This list does not include unpublished reports nor annual reports in course, unless these contain notes for a comprehensive plan or other special matter. On account of their great number, it has been possible to mention only those zoning documents either issued as reports of plan commissions, or describing zoning procedure, with explanations or recommendations additional to the text of the ordinance.

- CINCINNATI, OHIO.** UNITED CITY PLANNING COMMITTEE OF CINCINNATI. Statement and evidence submitted on pending zoning ordinance to City Council of Cincinnati, on the 24th day of January 1924. 61 p.
- CRANSTON, R. I.** WHITTEN, ROBERT. Cranston zone plan: report to the Ordinance Committee of the City Council outlining a tentative zone plan for Cranston, R. I. Dec. 1923. 20 p. photos., maps (part folded). (Charles F. Fisher, associate.)
- DALLAS, TEX.** KESSLER PLAN ASSOCIATION. The Kessler plan for Greater Dallas, a periodical. Beginning 1924. 8 p. photos., plan.
- DENVER, COLO.** MCCRARY, CULLEY AND CARRIART. A city plan for half-a-million population: report made to City Planning Association (of Denver). Published in (Denver) Municipal Facts, May-June, 1924, vol. 7, no. 5-6, p. 5-9 + plan on p. 4. photos., plans, diagrams.
- DETROIT, MICH.** BUREAU OF GOVERNMENTAL RESEARCH, INC. The Detroit metropolitan area: a report prepared for the Metropolitan Committee of the Detroit Board of Commerce. Jan. 1924. 24 p. (mimeographed) + 5 maps.
City planning projects shown on maps.
- . CITY PLAN COMMISSION. Woodward Avenue: a plan for the proposed widening of Woodward Avenue to a width of 120 feet, between Grand Circus Park and the Michigan Central Viaduct. Prepared by the City Plan Commission and recommended to the Common Council by the Woodward Avenue Improvement Association. Dec. 1924. 9 p. of plans.
- . RAPID TRANSIT COMMISSION. Proposed super-highway plan for Greater Detroit. Apr. 10, 1924. 24 p. plans, maps, perspectives, diagrams (all folded).
- . ———. Vehicular traffic in the business district of Detroit. Oct. 15, 1924. 23 p. plans (folded), tables.
- DULUTH, MINN.** CITY PLAN COMMISSION. Second annual report, 1924. Jan. 1, 1925. 47 p. photos., plans, maps (part folded), diagrams, cross-sections, table.
Contains comprehensive plan prepared by Commission staff with some advice from Harland Bartholomew.
- ELIZABETH, N. J.** CITY PLAN COMMISSION. Preliminary report on the Elizabeth city plan. 1923. 46 p. photos., plans (part folded), diagram. (Technical Advisory Corporation, consulting engineers.)
- LEXINGTON, MASS.** PLANNING BOARD. Report presenting a proposed amendment to the by-laws of the town to provide for establishing business and residential zones. 1924. 15 p. map (folded).
Also minority report. 8 p.

LOS ANGELES CITY AND COUNTY, CALIF. OLMSTED, FREDERICK LAW, HARLAND BARTHOLOMEW AND CHARLES HENRY CHENEY. A major street plan for Los Angeles prepared for the Committee on Los Angeles Plan of Major Highways of the Traffic Commission of the City and County of Los Angeles. Los Angeles, May 1924. 69 p. (and index), plans (part folded), diagrams and charts.

———. REGIONAL PLANNING COMMISSION. Report upon the application of the regional planning specifications as adopted by the Regional Planning Conference, Sept. 16, 1922. Prepared by Hugh R. Pomeroy. Regional Planning Conference Dec. 6, 1924. 7 p. map.

MEMPHIS, TENN. CITY PLAN COMMISSION. A comprehensive city plan, 1924. 176 p. photos., plans and maps (part folded), drawings (part folded), diagrams, chart, cross-sections. (Harland Bartholomew, city plan engineer.)

NEW BEDFORD, MASS. TECHNICAL ADVISORY CORPORATION. A reconnaissance survey of New Bedford, Mass., 1923. 1924. 79 p.
A report to the City Planning Board.

NEW BRUNSWICK, N. J. CITY PLANNING COMMISSION. Civic center: Easton Avenue extension. 1924. 12 p. photos., plans, diagrams. (Herbert S. Swan, city planner.)

———. New Raritan River bridge: Albany Street roadway widening. 1924. 24 p. photos., plans (part folded), diagrams. (Herbert S. Swan, city planner.)

These two reports are parts of comprehensive report in press.

NEW YORK METROPOLITAN REGION. REGIONAL PLAN OF NEW YORK AND ITS ENVIRONS. Bulletins No. 5-9. New York, 1924.

- No. 5: The highway traffic problem in New York and its environs, by Ernest P. Goodrich and Harold M. Lewis. 36 p. diagrams, table. (Draft of paper for presentation at the Conference on Traffic Problems, Town Hall, New York, N. Y., May 20, 1924.)
- No. 6: A form of state enabling act for zoning, prepared by Edward M. Bassett. 11 p. (Superseded by No. 9).
- No. 7: Second report of progress, Feb. 1923 to May 1924 including a report of a meeting held on May 20, 1924, and a complete summary of studies made up to May 1924. 47 p.
- No. 8: Traffic problems in their relation to the regional plan of New York and its environs: report of a conference held in the Town Hall, New York City, May 20, 1924. 48 p. diagrams.
- No. 9: Zoning practice in the New York region, by Edward M. Bassett: comprising a series of aids to the practice of zoning, a statement regarding the application of zoning in New York City, and a model state enabling act with annotations. 47 p. map.

-
- . Economic series: monographs no. 1-5. New York, 1924.
- No. 1: The chemical industry, by Mable Newcomer. 49 p. maps (folded), diagrams, tables.
 - No. 2: The metal industry, by Vincent W. Lanfear. 49 p. diagrams, tables.
 - No. 3: The food manufacturing industries, by Faith M. Williams. 60 p. maps (folded), diagrams, tables.
 - No. 4: The wood industries, by Mark Carter Mills. 52 p. maps (folded), diagrams, tables.
 - No. 5: The tobacco products industry, by Lucy Winsor Killough. 58 p. maps (folded), diagrams, tables.
 - No. 6: The printing industry, by A. F. Hinrichs. 53 p. maps (folded), diagrams, tables.
- . PORT OF NEW YORK AUTHORITY. Annual report, Jan. 19, 1924. Albany, 1924. 50+9 p. maps (part folded), diagrams.
Report on vehicular tunnels and bridges p. 43-50.
- . NEW YORK STATE BRIDGE AND TUNNEL COMMISSION. Report to the governor and legislature of the state of New York, 1924. Albany, 1924. 59 p. photos., plans (part folded), cross-sections and charts (folded), diagrams (part folded), perspectives, elevations, tables (part folded).
On progress of Hudson River Vehicular Tunnel.
- . NEW YORK STATE RAPID TRANSIT COMMISSION. Suburban transit problem. Report of Daniel L. Turner, consulting engineer. New York, April 23, 1924. 69 p. maps and plans (part folded), cross sections.
- NORTH ADAMS, MASS.** PLANNING BOARD. Report for the year ending 1923. 16 p. maps (part folded). (Contains city planning survey report by John Nolen.)
- OMAHA, NEB.** CITY PLANNING COMMISSION. Zone ordinance for Omaha, Neb., passed by City Commission Jan. 8, 1924. 48 p. maps (folded), diagrams.
Contains history of the ordinance and comparison of this (revised) and previous one.
- PASSAIC, N. J.** TECHNICAL ADVISORY CORPORATION. City plan for Passaic, N. J., prepared for the City Plan Commission of Passaic, 1922-1923. 1924. pages un-numbered. photos., plans (part folded), maps (part folded), aerial views (part folded).
- PHILADELPHIA, PA. AND METROPOLITAN REGION.** CITIZENS COMMITTEE OF THE PHILADELPHIA REGION. A regional plan for the Philadelphia metropolitan district: being the report of a preliminary survey made under the direction of a citizens committee and published for the committee by the City Club as a contribution to the civic life of Philadelphia. Philadelphia, City Club News, Nov. 22, 1924, vol. 3, no. 9. 36 p. folded map.
- . LEWIS, JOHN FREDERICK. The redemption of the lower Schuylkill: the river as it was: the river as it is: the river as it should be. Philadelphia, City Parks Association, 1924. 171 p. illus., photos., plan, map.

PLAINFIELD, N. J. CHAMBER OF COMMERCE. Plainfield Chamber of Commerce magazine. City planning number. Oct. 1924, vol. 3, no. 4. 24 p. photos., plan, charts.

PORTLAND, ORE. CITY CLUB OF PORTLAND, ORE. Unification of railway terminal facilities in the city of Portland: report of Committee on Transportation of the City Club of Portland, Ore. Published in Portland City Club bulletin, Portland, Ore., July 4, 1924, vol. 4, no. 38, p. 1-8.

ROCHESTER, N. Y. CITY PLANNING BUREAU. A report of the organization and operation of the City Planning Bureau of Rochester, N. Y. for 1918-1922. 1923. 91 p. photos., plans, maps, drawings (part folded), cross-sections (part folded), diagrams, tables. (Report by Edwin A. Fisher, Superintendent of City Planning. Edited by Edward Hungerford.)

----- . ----- . Organization: provisions of law: procedure of public hearings of Advisory Board. 1924. 12 p.

SOMERVILLE, MASS. PLANNING BOARD. Annual report for the year 1923 together with preliminary survey and program for a city plan. Report dated Dec. 31, 1923. 128 p. photos. (Survey prepared by Technical Advisory Corporation.)

SOUTH BEND, IND. BARTHOLOMEW, HARLAND. Major Street report for South Bend, Ind., 1924. 47 p. photos., plans (part folded), map (folded), charts, cross-sections.

SPRINGFIELD, MASS. PLANNING BOARD. A city plan for Springfield, Mass., 1923. Published 1924. 212 p. photos., plans, (part folded), maps (4 maps folded in envelope), diagrams, drawings. (Technical Advisory Corporation, consulting engineers. F. L. Olmsted, special adviser.)

TOLEDO, OHIO. CITY PLAN COMMISSION. Reports 1924. (Harland Bartholomew, city plan engineer.)

Port study. Oct. 5, 1923. 71 p. plans (part folded), maps, diagrams, tables, charts, cross-sections (folded).

Major street report. Apr. 7, 1924. 72 p. photos., maps, plans (part folded), charts, tables.

Railroad transportation. Nov. 28, 1923. 47 p. photos., maps, diagrams.

Progress report, including report of City Plan Commission and summary of city plan recommendations. Apr. 21, 1924. 71 p. photos., plans (part folded), maps, diagrams, perspectives (folded), tables.

Industrial survey. Oct. 5, 1923. 24 p. maps, tables.

WASHINGTON, D. C. AMERICAN CIVIC ASSOCIATION. Preliminary report by the Washington Committee of 100 on the Federal City to the American Civic Association. Washington, Jan. 3, 1924. 97 p. map (folded), diagram.

WEST HARTFORD, CONN. WHITTEN, ROBERT. West Hartford zoning: report to the Zoning Commission on the zoning of West Hartford. 1924. 20 p. photos., maps (part folded).

- WESTCHESTER COUNTY, N. Y.** PARK COMMISSION. Report, Apr. 30, 1924. 85 p. photos., plans (part folded), map, drawings, tables. (Jay Downer, chief engineer, Gilmore D. Clarke, landscape architect.) Includes plans for the park system.
- WILLIAMS BAY, Wis.** CRANE, JACOB L., JR. A development plan for Williams Bay, Wis. Auspices Village Planning Committee. Published 1923. 28 p. photos., plans (part folded), aerial view.
- YOUNGSTOWN, OHIO.** PLANNING COMMISSION. Report June 1920-Dec. 1923. 11 p. folded plan enclosed. Covers beginning of official planning work for Youngstown.

BOOKS RECEIVED FOR REVIEW

To be reviewed in future issues

- CHARLES ELIOT, LANDSCAPE ARCHITECT [by Charles W. Eliot]. Cambridge, Harvard University Press, 1924. Price \$5.00.
- THE LAW AND PRACTICE OF TOWN PLANNING by Sydney Davey and Francis C. Minshall. London, Butterworth & Co., 1923. Price 25 shillings.
- HOME SEWAGE DISPOSAL by W. A. Hardenburgh. Philadelphia, J. B. Lippincott Co., 1924. Price \$3.50.

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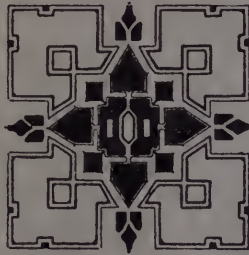
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THE ART OF CITY PLANNING

By RAYMOND UNWIN

Chief Architect to the British Ministry of Health

THE public is becoming familiar with city planning as a science, or as a business which is practised by specialists, who make plans of streets, lay out industrial areas, and apply zoning regulations to control the density and character of development. It is not equally realised that city planning is also an art; that in fact it is as much an art as a science. This position constitutes a danger, for the two aspects of the work are so bound up in one another that they cannot be separated without destruction of the value of the planning. City planning will fail as a science if it is not also practised as an art; it must fail as an art if the science of the subject be neglected.

The misunderstanding of this dual character is by no means confined to the general public; among experts there has not yet been reached such clear and united appreciation of the position as could be wished. This is not surprising, for recent generations have not understood the artist, or realized the functions which those endowed with artistic faculties should perform in human society. Their energies have in consequence been largely diverted into unimportant by-paths. It is one of the great needs of our time that there should be brought to bear upon our complicated and mechanical civilization, of which cities are the expression, more of the imagination and creative vision of the artist. This is not to minimise the value of what we call practical men, meaning fortunately the majority of mankind, or to underrate

the importance of all that they contribute to our life. The whole continuity and well-being of Society depends on their regularly carrying out their practical activities, perfecting their methods, carrying each steadily forward step by step, and building up the edifice faithfully, brick by brick.

Is it not just in this manner, however, that modern towns have grown to be what they are? Each enterprising industrialist, like the practical business man he is, accepting the conditions as he finds them, takes the best available plot at the price he can afford, on the fringe of the town of his choice. He finds that land speculation has already run the price fully up to the real value, and perhaps beyond; but balancing high price against a more advantageous position and a lower price against the inconveniences involved, he makes the best choice open to him. Thenceforth he devotes his whole energy and attention to working out his own particular project. This is the practical faculty, and it is invaluable; without it civilization could not continue to exist; but it is not enough. Indeed it is a great injustice to these same practical business men, who by their persistent plodding labour build up the edifice of the town, if their work is not guided by the creative vision and the imaginative plan. For this alone can make the best of the opportunities which their city affords, can set at their disposal not makeshift plots, but the most convenient sites and the greatest facilities for their projects which conditions and locality allow.

We are apt to draw too great a contrast between the practical man and the artist. The artistic faculty or temperament, which includes in greater or less degree the power to see visions of what might be, or be done, the desire to realise them, and the imagination to give clear expression to them, is one of the most practically useful endowments which men can be born with, if, according to the degree and character of its possession, they can be made to play their proper part in human Society. It is from the union of art and practical work that progress springs.

What we call the artistic temperament is not easy to define or generally understood, and the full faculties of the artist are only

possessed by a few of those who share the temperament. Some see visions, but have little desire to realize them, others want for energy, or have small power of clear expression. Because there are a few who not only see visions of great beauty, but have the exquisite power of expressing them in form or colour, in words or sounds, it has been too readily assumed that these forms of expression are the only ones suitable for the artistic temperament, and that it is the proper function of all who are so endowed, shunning practical affairs, to seek, however imperfectly, to express themselves in one or other of the fine arts. At least we see that hundreds of those who are blessed with some measure of artistic endowment waste their lives in producing second-rate pictures, poems or tunes. Meanwhile the practical affairs of the community lack the inspiration and the guidance which their imagination, if properly trained, might well be adequate to contribute; for imagination can be trained like most other faculties to useful ends.

City planning, it seems to me, is an activity which beyond most others depends for its success on the application of this faculty to the problems involved. Before we can safely, or fairly, leave the practical people to add building to building, street to street, or to devote their energies to perfecting the processes of their factory or the organization of their business, there should have been a vision of what the whole city might be, and a design or plan providing for the best grouping of the places for work, for business, for living and for play, to realize that vision. With the guidance and advice of the practical men, taking full advantage of their knowledge and experience, the men of artistic temperament should prepare the way, giving expression to their vision in a comprehensive design capable of realizing it upon the ground; and moreover doing it in such a way that the order, the relation between the parts, their proportion and grouping, will themselves become an expression of the life of the community in the form of a beautiful city.

There are those who do not realize this art side of City Planning, who think that a design can be compiled from scientific data, that the

planner can absorb the mass of statistical information which represents all the requirements of the various aspects of city life, and can provide for them one by one, ticking them off his list as dealt with. It is not so that great designs are made. The data and the statistics are required; the planner must indeed absorb them; but he must beware lest, instead, they absorb him. To help him they should as far as possible be put in graphic form, for in that form they can be most readily apprehended by the planner, so as to exert their proper influence on the formation of the mental picture or design. Even so seemingly simple a matter as a workman's cottage cannot properly be designed on the compilation system; the relation of the rooms, their several aspects, the planning of each, the relation of its doors, windows, fireplaces, cupboards and other fittings, constitute such a multitude of conditions which must be fulfilled that the compiling and ticking off process would be cumbersome even if it ever reached the right result.

The true architect does not work in this way; on the contrary he uses his imagination. All the time he is designing his cottage he is seeing pictures of the life as it will be lived there. He does not need to remember each point; he will for example place the cooking stove in relation to the window so that the cook does not stand in her own light, not because he remembers consciously that particular rule, but because to do otherwise would disturb the picture which he sees of his kitchen and the life in it. This is largely the process of design as contrasted with mere compilation; it consists in seeing the relations and proportions of all the parts which are to be included and in expressing these mental pictures in the form of the plan or design. It is swift in working, for imagination acts by flashes; but it is not easy, for the requirements and conditions must be so thoroughly known and intimately realized that they have taken their place in the mind, become as it were part of the instinctive properties out of which the imagination creates its mental image. It is this faculty of detachment from the details of the problem, this power to see the whole, to picture the life which is to be provided for, whether in the cottage or the town,

which alone can guide the planner and save him from being embogged in the mass of detail, the multitude of requirements, conditions, materials and processes which must find their place or fulfilment.

In city planning, even more than in building, does this mass of data become so great as to need the fullest exercise of the faculty of trained imagination to lift the designer clear of it, and enable him to see the town, and the life of the town, as a whole, laid out upon the particular site. If the town designer has trained his imagination, if he has watched all the phases of city life, brooded on them, entered sympathetically into the needs and limitations of each, and seen visions of how they might be helped, be made more efficient or more attractive, then all this life will have become part of his instinctive knowledge; and will help to mould and colour the pictures which his imagination will call into being. These visions of the artist must undoubtedly be guided and checked by the practical man and the scientist whose methods of work are different; but it is this artistic gift of creative imagination which alone can call forth from the mass of detail a true design, in which the various parts will take their place in appropriate relation one to the other, each having its proper share of emphasis and assuming its due proportion to the whole. It is this faculty which can call forth order, can translate the vision into fact, and from which there may spring that mysterious something added which we call beauty, the highest product of imagination, though as already suggested not by any means the only one.

It has seemed to me that we might expect to find among architects this faculty of design which we need. Their training is specially arranged to call out and exercise the imagination; and for single buildings they are seeking solutions to problems of a similar kind, though more limited in extent. But it matters little whether it is the architect, bringing an imagination already somewhat trained in the art of design, who studies all the conditions of town life and the problems which they present, or whether it is the city planner, already versed in the science of the subject, who, having the needed endowment of imagination,

cultivates and trains it until he too becomes a master of design, a creator of beauty! It is the application of the right faculties which matters; and the mutual appreciation and understanding of those who exercise them, when, as must usually happen, the possession of them is divided. I am contending for the recognition of the practical importance of the artistic faculty in human life; and the realization that City Planning is not only a science, but is equally an art, calling for the exercise of trained imagination and the creative faculty. For I believe that only in this manner can the city be planned so as to become a beautiful setting for our civic life, and to confer upon us the greatest benefits of communal culture.

EDITORIAL NOTE

The Editors of *CITY PLANNING* have been gratified by the many kind expressions of interest which the first issue of the magazine has called forth. Letters, some of commendation, some with friendly and constructive criticisms, have been received from various parts of the country. All such are very welcome, especially those containing specific suggestions, to which the editors will always give serious consideration.

After all, a new magazine is quite a venture,—or an adventure,—certainly for the editors and business managers, we hope also for subscribers and readers. It is pleasant to learn that President Coolidge, to whom an old friend sent a copy of our first number, expressed his sincere interest and good wishes, and felt that the magazine is “a serious and worth-while effort to command a wide national attention to a great series of questions to which the American people . . . need to give more and more consideration in the future.” It is equally pleasant to have the hearty support of the civic officials and consultants who have already sent in news or promised articles for future issues. The editors are convinced that the adventure is going to prove a happy one.

THE PHILOSOPHY OF CITY PLANNING

By the Hon. JAMES M. CURLEY
Mayor of Boston

IN a broad and general sense the term "City Planning" visualizes that conception of municipal government and administration which looks beyond the tax-payer and tax-spender to the human being; which seeks to supplement the economics of the city by a consideration of the spiritual and esthetic elements in the life of the dwellers of the city; which recognizes that certain intangible and hitherto neglected factors of human life are of first importance in the growth and prosperity of every community; which has re-discovered and seeks to apply the philosophy that physical beauty of street, square, park and open space is practical and profitable, since such beauty materialized and visible in architectural appeal, in horticultural decoration, in spacious vista, in cleanliness, order and public convenience, promotes peace, security, communal pride, and creates individual contentment and happiness by reconciling humanity to the sordid and material things in civilization. What we term "City Planning" is the thought, discussion and study which bring a knowledge of actual conditions home to us, and by which we can plan and provide for the changes, transformations and improvements that will bring the community approximately closer to the ideal.

It has taken the world a long time to learn the mere rudiments of what constitutes real civilization, and to understand that while perfection in things human is an iridescent dream, no approach to that ideal can be made as long as humanity refuses to recognize that the spiritual and material elements of life are inseparable.

Man does not live by bread alone. Man consists of body and soul; to feed the body and starve the soul is to court disaster; the nourishment of both is necessary to a full, rounded, vigorous life, individual and communal; and if bread be the food of the body, beauty, art, the

intangible and immaterial things of life, are the food of the soul; and the strength, happiness and contentment of the soul is reflected in the vigor, vitality and efficiency of the body.

This is the philosophy, the common sense of "City Planning."

Here in Boston we have waked up none too soon to a realization of the truth that the sin and ignorance of the fathers are visited on the children; and in our inheritance of slums, alleys, narrow and congested ways, a restricted and tortured expansion, and a policy of penny wisdom and pound folly, we have begun to see how the greed, ignorance, timidity and indolence of one generation can penalize the living conditions of another. We have learned in pain and waste, in the price every community must pay for dirt, disease, congestion and ugliness, that eternal vigilance is the price of health and happiness; and that the plainest fact written into modern life is that we are our brother's keeper. We have learned to distinguish between the picturesque and the beautiful; that cleanliness and health are the hand-maids of happiness and prosperity; that prevention is better than cure; and provision and preparation are the foundation stones of economy and efficiency.

This is the philosophy and creed of the Boston City Planning Board; and we realize today, ruefully, that ignorance and neglect of their principles have cost this community incalculable sums of hard cash.

Today we are planning for generations yet unborn, using with wise generosity the substance of the city and the gifts and bequests of men of heart and vision, to wipe out the material blots and blemishes that have been our unhappy inheritance from an unwise past.

The noble foundation of the late George Robert White has placed in Boston's hands a remedy for very present evils, and for work that lies outside the chartered function of the municipality, enabling the city to wipe out slums and centers of congestion and evil conditions, and carrying in its splendid possibilities the promise of benefits to posterity measurable in dividends of health, happiness and communal wealth, three prime essentials of human life and living, not too frequently found together. From the income of the White Fund we have

begun the erection of a series of "health units" each one of which is centrally located in densely populated districts, replacing a slum, a danger spot, by a structure architecturally beautiful, with ample, open, wholesome space about it; and this "unit" is a social and moral lighthouse that radiates light, leading, health and happiness in a neighborhood, and is a place of beauty where counsel, instruction and neighborly advice and guidance are free to all.

Moreover it is an agency that dissipates the mystery of the business of government, humanizes administration and demonstrates to those who come there, that government is the affair of all, the business of everybody. The Health Unit helps to give people some knowledge of the simplicity that lies in the core of all municipal problems, in such things as education, law and order and the necessity for them, health and its protection, the safeguarding of life and property, as personal responsibilities.

"City Planning" concerns itself with playgrounds for children, parks and squares for leisure and recreation, and the education of people in their purpose and value and their influence on the life and labor of the citizen. More and more we are teaching the indifferent and unthinking the value of wholesome conditions, of fresh air, breathing spaces; and impressing upon them by these seemingly unprofitable utilities the necessity for recreation, play, sports and wholesome idleness, as a requisite to human health and happiness and the economic efficiency that flows out of them.

One of the great truths of human experience is digested in the homely old aphorism "All work and no play makes Jack a poor scholar," and that is the kernel of the City Planning Creed.

Just as rest, recreation and change from the monotony of daily toil constitute the best medicine for a weary body, so beauty of landscape and architecture, the flower garden, and the greenery of tree, shrub and lawn, are a tonic for the mind and soul of him liberated from shop and factory and the grime and noise of machinery; and together these things renew the freshness of body and soul, are the elements of

contentment and happiness, a fillip to efficiency, and the certain antidote for the discontent and restlessness that disturb communities and wreck governments.

In the City of Boston, golf links, rose gardens, spreading lawns, shady woods, and noble views of the distant Blue Hill, are for all who care to seek them in beautiful Franklin Park; and there too are the Zoological collections that enchant the children, and stimulate the curiosity of their elders and excite a craving for a wider knowledge of life and nature.

City Planning is the sanest philosophy and the most far-reaching influence in modern municipal life and government; it is a rising tide of wisdom which gives promise of overflowing from the cities into the state and the republic, fertilizing all with its beneficent results. Its fundamental principle, lying under all its healing activities, is the betterment of humanity by the betterment of its environment. Every activity, every influence, that improves the person and condition of the human unit, is worthy of encouragement and support, for the Republic, the State and the City are the unit multiplied; and as that unit and individual is raised towards the ideal standard, his social usefulness, economic efficiency, moral worth and political dependency are demonstrated increasingly in the wealth, prosperity and stability of the Nation.

This is the real significance of City Planning and the measure of the value of its work in Boston and in every other community where Planning Boards have been established. In a broad sense they are the seed-sowers of harvest that will feed and foster the humanity of a coming day; and in a modest way they are showing the path to higher and better things by arresting the eye and ear of a careless world and teaching men that the things of the body and soul, the material and spiritual affairs of humanity, are inseparable; and that the antidotes for most of our human ills are right at our hand if we will but see them and use them.

This is my conception of the work that City Planning may do, can do, and will do, if we will only understand the spirit of its philosophy.

BOSTON ZONING --- ITS FIRST BIRTHDAY

By ELISABETH M. HERLIHY

Secretary—City Planning Board; Clerk—Board of Zoning Adjustment

ON June 5, 1925, the Zoning Law of the City of Boston celebrated its first birthday, having been signed by His Excellency the Governor on June 5, 1924, upon petition of His Honor the Mayor, following recommendation by the City Planning Board and the Zoning Advisory Commission. Its claim to a clear title was still further established by the citizens of Boston themselves when they accepted, by a referendum vote of 34,053 to 8,673, the Constitutional Amendment which preceded the State Zoning Enabling Act.

While Boston's Zoning Plan is only one out of 300 similar measures in existence throughout the country, it is unique in one respect at least in that it is, so far as we are able to ascertain, the only Zoning Plan in the country to be enacted by a State Legislature. This proceeding was deemed necessary for the reason that, inasmuch as Boston receives its building law from the State, a zoning law, to be successful must seek the same source for its authority.

In the enforcement of the law, the Building Commissioner is the first administrative agent, passing upon every application for a building permit in its relation to the zoning plan.

As the second administrative step, the Board of Appeal, which has functioned with remarkable efficiency as an adjunct of the Building Department for nearly twenty years, is authorized to vary the application of the Zoning Law in specific cases wherein its enforcement would involve practical difficulty or unnecessary hardship.

Specifically, the Board of Appeal has acted upon 136 petitions for relief from the provisions of the Zoning Law. Of this number 93 have been sustained and 43 dismissed. The Board has rarely touched upon the restrictions so far as bulk zoning is concerned, a majority of the appeals sustained having been in connection with piazzas, rear yard requirements, setbacks, private garages and vision clearance.

In a word, these cases might be dismissed as the natural result

ARGUMENTS FOR ZONING



A Lumber Yard in a Residence District



A Garage in a Residence District

USED IN BOSTON ZONING CAMPAIGN



A Store Invading a Residence District



Residence and Industry

of adjusting the law to the community, and vice versa; fitting the square pegs into the round holes, and in some instances reconciling technical phraseology to practical requirements.

The third agency of enforcement, established in order to provide the flexibility which is essential to the success of any Zoning Plan, is the Board of Zoning Adjustment, made up of twelve men appointed by the Mayor upon nomination by the various civic organizations, with authority to change the boundary lines of the zoning districts when it is apparent that such change would be in the interests of public welfare.

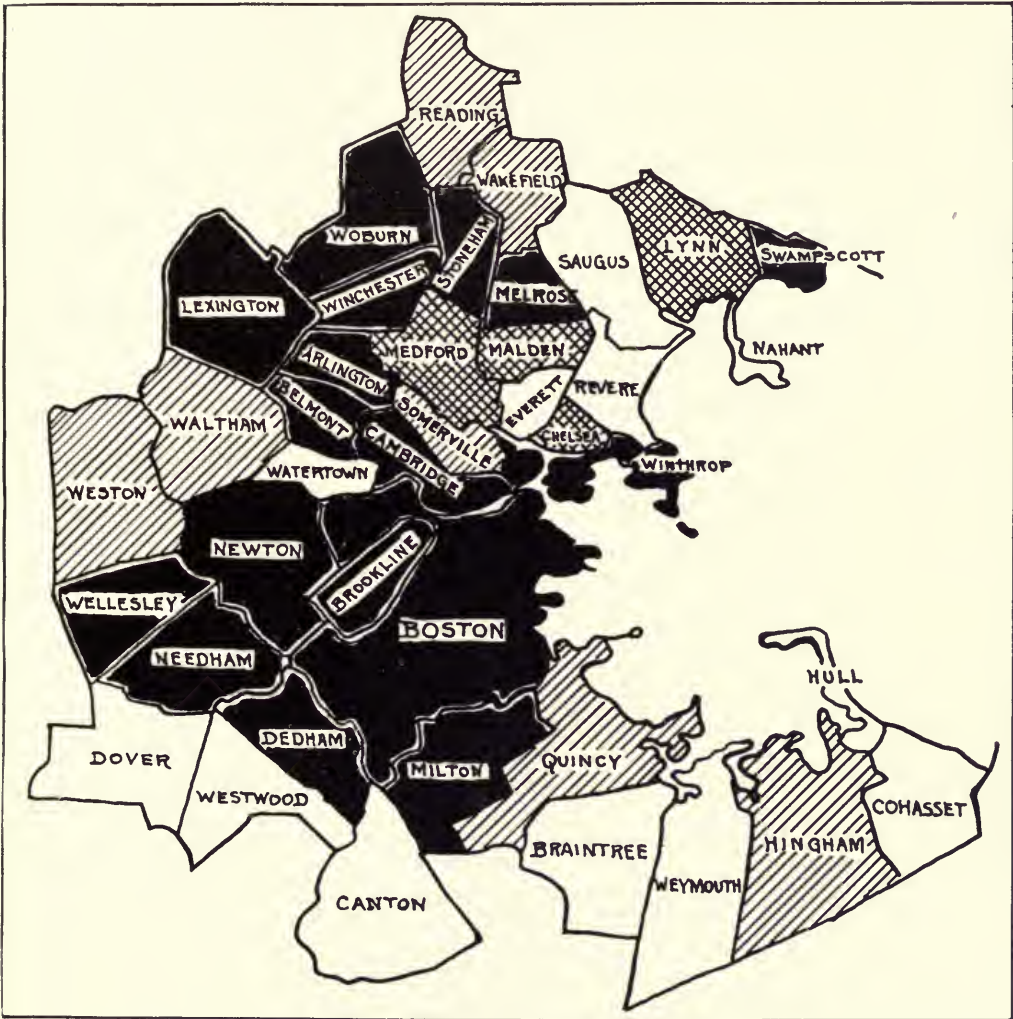
During the twelve months that the Zoning Law has been in operation, the Board of Zoning Adjustment has received thirty-three petitions, of which ten have been granted, sixteen dismissed, six withdrawn, and one held under advisement.

After all, in a City that is looking forward to celebrating, in a few years, its 300th anniversary, a single year may be too short a time in which to judge of the effect of any comprehensive legislation. If I may form an opinion however, based upon observation and general conclusions, I would say that Boston's Zoning Law, in the first year of its operation, has more than justified its existence under present conditions, and that it points out to future generations an unparalleled opportunity for healthful living conditions, together with commercial and industrial prosperity, and the general development of the city along logical progressive lines.

If I am justified, therefore, in assuming that Boston's Zoning Law has been a success, I maintain further that it is largely due to public interest and co-operation. It has been fortunate in having official sanction and support, cordial and enthusiastic, but it has also had public assistance to an unwonted degree. The City Planning Board, which initiated the project, is an unpaid body, made up of men and women who have given their time, generously and gratuitously to the public service; it had the assistance of a Zoning Advisory Commission made up of nine men nominated by civic organizations, who labored for two years in the preparation of the law,—an unpaid and an un-

payable service; the Board of Appeal, also appointed upon nomination by civic organizations although enjoying a small modicum of compensation; and the Board of Zoning Adjustment, upon whose shoulders rests the duty of upholding the entire structure of the zoning law, serving absolutely without return except the consciousness of rendering valuable public service to the community and to the organizations which they represent.

THE PROGRESS OF ZONING IN METROPOLITAN BOSTON



Revised from Plan in *Current Affairs* for May 18, 1925

Black: Communities having permanent Zoning Ordinances. Cross Hatch: Communities having Interim Zoning Ordinances. Shaded: Communities considering the Adoption of Zoning Ordinances. White: Communities not having Zoning Ordinances.

THE FACT BASES OF ZONING

A REPORT TO AMERICAN CITY PLANNING INSTITUTE

Prepared by ALFRED BETTMAN, Chairman

Sub-committee on research into facts relating to zoning

THE Chairman of the committee which is making this report has often noted with considerable interest and wonder the freedom with which city planners and zoners, who are not lawyers, discuss the police power and the definition of it and the scope of it, and what is within the police power and what is not. As the Supreme Court of the United States has so often declared that the police power is utterly incapable of definition, this seems to be something of a case of zoners rushing in where the Supreme Court justices fear to tread.

The police power is simply all legislative power except those special subdivisions of legislative power which have names of their own, such as taxation. Consequently, in the nature of things, it is incapable of definition. To say that a law or ordinance is invalid because outside of the police power is practically equivalent to saying that the law or ordinance is invalid because it is invalid. Or to say that a law or ordinance is unconstitutional because outside of the scope of the police power, is essentially equivalent to saying that it is unconstitutional because it is unconstitutional. The police power, like the taxing power or any other subdivision of legislative power, is subject to constitutional limitations; but, accurately speaking, the limitations do not properly form a part of the definition, just as the constitutional limitations on the taxing power are not a part of the definition of taxing power.

In discussions of decisions on zoning ordinances, one frequently hears the idea expressed that the police power is something different or is differently defined in a state which upholds zoning than in a state in which zoning has been held unconstitutional. This is inaccurate. The police power necessarily means the same thing and receives the same definition everywhere. While each judge may use his own par-

ticular vocabulary, essentially there cannot be any difference of definition; for the police power is necessarily nothing more or less or other than the general legislative power to regulate persons and things for the promotion of all those public benefits for which legislatures exist and for which legislation is enacted, namely the public health, safety, order, convenience, morals, prosperity and welfare.

What then is the explanation, or at least one explanation of the different or contradictory conclusions of courts upon the validity of similar ordinances? One explanation certainly is that the court which upheld zoning has seen and realized the relationship between the zoning ordinance and the public health or the public safety or the public convenience or public prosperity or general welfare, whereas the adverse court has not envisaged that relationship or has not become convinced that such a relationship exists. That relationship, however, is obviously not a matter of law. Whether, for instance, the segregation of business from residential districts tends to promote the public health, is obviously not a question of law but a question falling within the domain of the science and art of public hygiene. Taking the factors in city life which increase or decrease ill health or increase or decrease the general health of the citizenship, does zoning tend to eliminate or reduce any of the factors which produce a lessening of health, and increase or promote those factors which tend to produce a higher general average of bodily health amongst the population of the municipality? That is the question. And obviously it is a question of scientific fact falling within the realm of the science or art of public health. Similarly, the relationship of the various district regulations of a zoning ordinance to public safety involves questions of fact and of cause and effect which do not fall within the realm of law, but within the realm of the arts and sciences that deal with security of life and limb under urban conditions; and similarly throughout the other subdivisions of the police power.

The facts and conclusions concerning these relationships, therefore, as for instance the effect of zoning or of the lack of zoning upon

the public health of a community, are not within the ordinary field of knowledge and research of the lawyer or even of the city planner; they fall within the field of knowledge and research of the expert on public health and the physician. The results of that sanitary knowledge and research* should and will be used by the lawyer in framing city planning legislation or in arguing city planning litigations; and the results of that knowledge and research are available to and should be used by the city planner and zoner who is engaged in making the plan. But the facts as to these relationships of city planning and zoning to the public health, convenience, safety, morals and welfare can necessarily receive their deepest and most thorough study and ascertainment from those who are engaged in the professions and the vocations which deal most closely with those subjects.

The manner in which the president of the American City Planning Institute submitted this topic to this Committee suggests that what was most particularly in his mind was the gathering of evidence for use in zoning litigation. Such evidence is undoubtedly useful in supporting zoning and city planning before the courts. But at least the lawyer member of this Committee feels that the city planners need this research even more than the lawyers. A court should not be asked to assume that the particular zoning ordinance before it bears a reasonable or substantial relationship to the promotion of the public health and the other public benefits which form the basis of the police power, unless the ordinance really has that relationship; that is, unless those who made the zone plan conscientiously and deliberately, in the making of the plan, had in mind and took into account the factors relating to the public health and other public benefits, and genuinely adjusted the plan to the accomplishment of those purposes which fall within the police power. Not merely from the point of view of law, but from any other possible point of view, the justification of a zone plan is that it *does* promote the public health and welfare, which means that its

* The reader is referred to such a paper as that by the late Professor Whipple of Harvard University. "Zoning and Public Health", published in the proceedings of the American Society of Civil Engineers. This paper is considered the most valuable public health argument for zoning yet made.—*Editors*.

justification comes from the fact that those who made the plan made it purposely, and more or less scientifically and organically, for the promotion of those particular public benefits which are recognized as within the police power and as the justification for legislative action.

One could, for instance, conceive of an ordinance which represented simply an ascertainment of and an adjustment of the desires of the property owners themselves. Of course the actual uses of the land within the city and the desires of the property owners are factors which should be taken into account and be given considerable influence upon the final plan. For these actual uses and desires are evidence, though not necessarily conclusive evidence, of the best or most appropriate or most economic uses of the lands and of existing trends in the distribution of the population; and furthermore, in built-up and developed territory, adjustment of the plan to existing uses and developments must be made to avoid discrimination, or excessive dislocation of the habitual flow of the life of the community. Like all other types of legislation, a zoning ordinance will be and should be permitted to be a compromise or adjustment of the many considerations and forces which entered into its making, and not an uncompromising carrying out of abstract principles to their bitterly logical conclusions. But a zone plan which is nothing more nor less than an ascertainment of and registration of the existing developments or of the desires of the local property-owners, is not zoning which should receive the approval of either lawyers or city councils or city planners. A zone plan finds its scientific as well as its legal justification in the fact that it represents the product of a studied design for the promotion of the public health, safety, convenience, prosperity and welfare, and that he who made the design kept these purposes in mind throughout the work and laid out his zones and his regulations in accordance with recognized principles of public health, safety, and so on. Therefore, at least the Chairman of this Committee feels that the research which this report suggests is more important to the city planners themselves than to the lawyers or the courts.

Coming then to an outline of a program of research along these lines, we readily recognize that, in view of the almost limitless extent of the problems and factors of health, safety, convenience and welfare in urban communities, any program of research to cover the whole field would include almost everything about human beings and life in American cities. This report will not attempt to do more than suggest a few topics so as to indicate the line of attack and possibly stir up the imagination and ingenuity of others.

As the blighted district is the most obvious and palpable product of unregulated building development, it would seem to be the type of district to furnish the subject matter for a study of the evil products of unregulated growth. By blighted district we mean a district originally largely residential, which was invaded by non-residential uses so prematurely or so spottily as not to develop compactly and promptly into a business or industrial area, with the result of a premature and avoidable spread-out of the city and a deterioration in property values, standards of living and general living conditions in the blighted district itself. We would like to see a study made of the history of a blighted district, including such questions and facts as these: the date of the first non-residential use invasion of the district; the history of the arrival of all subsequent non-residential uses, describing their character, as for instance, the nature of the trade or industry; the history of the land values in the district and the comparison of these land values with those of immediately adjacent districts; the history of the social and living conditions in the district as shown by health department records, police court records, juvenile court records and other available records. In short, a complete history of the real estate values, the rental values, the building development of the district, and, so far as available, of the health, vice, and crime records of those who remained residents in the district, with sufficient comparative statistics of other districts to furnish the means for an intelligent interpretation of the history and development of the blighted district itself. Considerable care should be exercised in the choice of a district for this study.

By way of contrast, a similar study ought to be made of a developed single-family residential district. Preferably the district chosen for this study should be one which has been made single-family in character by a zoning ordinance; but probably no zoning ordinance has as yet been in effect for a sufficient length of time for a searching and significant study of this character. The task is that of tracing the complete real estate values, rental values, types of development, and vice, crime and health history of a single-family district which has been in existence for a number of years and which falls within the general class of moderate-priced home districts.

Zoning has probably been in effect a sufficient length of time and in a sufficient number of places to warrant some intensive analysis of the relationship of zoning to the stabilization of environment through the stabilization of property values and the consequent promotion of building construction. Two cities might be chosen for the comparison, sufficiently similar in population and rate of growth to make the comparison significant and non-odious, one of which cities has been living under a zone plan of some kind and the other of which has been substantially unregulated by use, bulk or height limitations. In each of these the trend of land values in general and of land values of residential, business and industrial land in particular should be thoroughly and statistically traced from the deed and other real estate records. Similarly, the number, character and cost of buildings generally and in the various districts should be traced from the building records. Perhaps, in addition, the mortgage records might be analyzed to ascertain the comparative loan values. Perhaps the inquiry will lead to other thoughts and other studies along this same line of ascertaining the actual effects of zoning upon the stabilization of values and the promotion of building construction.

By way of a footnote on this subject of stabilization of land values, it is advisable that the city planning world understand the bearing of such stabilization upon the legality of and justification for zoning. From the point of view of either law or ethics, we can hardly

justify limiting a man's use of his own property in order solely to increase the wealth or prevent the decrease of the wealth of his immediate neighbors. Some more general public benefit is requisite. From this point of view, the stabilization of land values is both an effect and a cause. It is an effect of the stabilization of conditions or environment. For instance, by preserving the residential character of a residential district, the blighted district, with all the detrimental public effects which have been noted, is avoided. The stabilization of the land values is the result of this stabilization of environment and conditions, and it is this latter stabilization which is of enormous public benefit and the object which the zone plan is designed to attain. On the other hand, the stabilization of land values is a cause, in that it encourages investment in building construction, particularly in construction of homes, which is of great public benefit and an objective of zoning. So the stabilization of values is not itself the objective; it is both a by-product and an effective cause of the public benefits which result from zoning.

Zoning literature is sprinkled with illustrations of the economies and the lightening of the burden on public treasuries which come from the ability of the engineers in zoned cities to adapt plans for street, sewer and other utility improvements to a general city or zone plan, with the consequent avoidance of the wastes which actually did result or might have resulted from the absence of such a plan. A more intensive study of this subject might prove very useful, as, by way of a suggestion, of the actual public improvement plans under way in a city living under a zoning ordinance, tracing and pointing out all the actual adjustments of the location, size, cost and usefulness of the improvements to the zone plan. In short, the proposal here is, that instead of surmising or reasoning *a priori*, we should actually trace the way in which the engineering plans and public improvements of a particular city have, in detail and in particulars, been adjusted to the zone plan, and the economies and efficiencies resulting therefrom.

An interesting and useful corollary study would be furnished by a survey of the excess street areas which resulted from the laying out

of the street widths and locations in the absence of any plan for the control of the building development along the streets. A traffic count of the actual use made of such streets would form part of such a survey.

By way of another suggestion: it would be interesting and might prove quite enlightening, if an analysis of the police, criminal and juvenile records of a city during a pre-zoning period be made, to trace the types of physical environments from which the various cases arose; that is, the kind of district environment, as distinguished from the individual homes, from which each of the offenders came. A charting of this data would undoubtedly show certain types of districts of the city as having produced more offenders than other districts, and then these districts could in turn be further studied with the view of attempting to trace the extent to which the demoralizing environment, in so far as it was of a physical nature, might have been avoided by zone regulation. The city chosen for this study should not be of such immense size as to make the task prohibitive by reason of quantity, but sufficiently large to illustrate those vice and crime conditions which seem to be characteristic of the major and growing American city.

The research into this general subject should include some traffic studies, as for instance, the comparison of traffic on minor highways of a mixed use district with the traffic on the minor highways of a single-family use district in which the general grade of the residences, from the point of view of size or value, is sufficiently similar to give meaning to the comparative statistics.

As we said earlier in this paper, the subject is so enormous and reaches so far, that almost everything relating to city life is pertinent, and if we let our imagination continue to flourish, this report would grow to terrorizing proportions and far exceed the time allotted to it. It is intended to be merely of an introductory nature, suggesting a line of thought in the minds of those who listen to it and discuss it; with the hope that the ferment thus begun will, with some instigation by the officers and members of this Institute, spread to the public health experts and the physicians and traffic experts and the realtors and all other professions, vocations and applied sciences whose lines of activity and research fall within the field herein discussed.

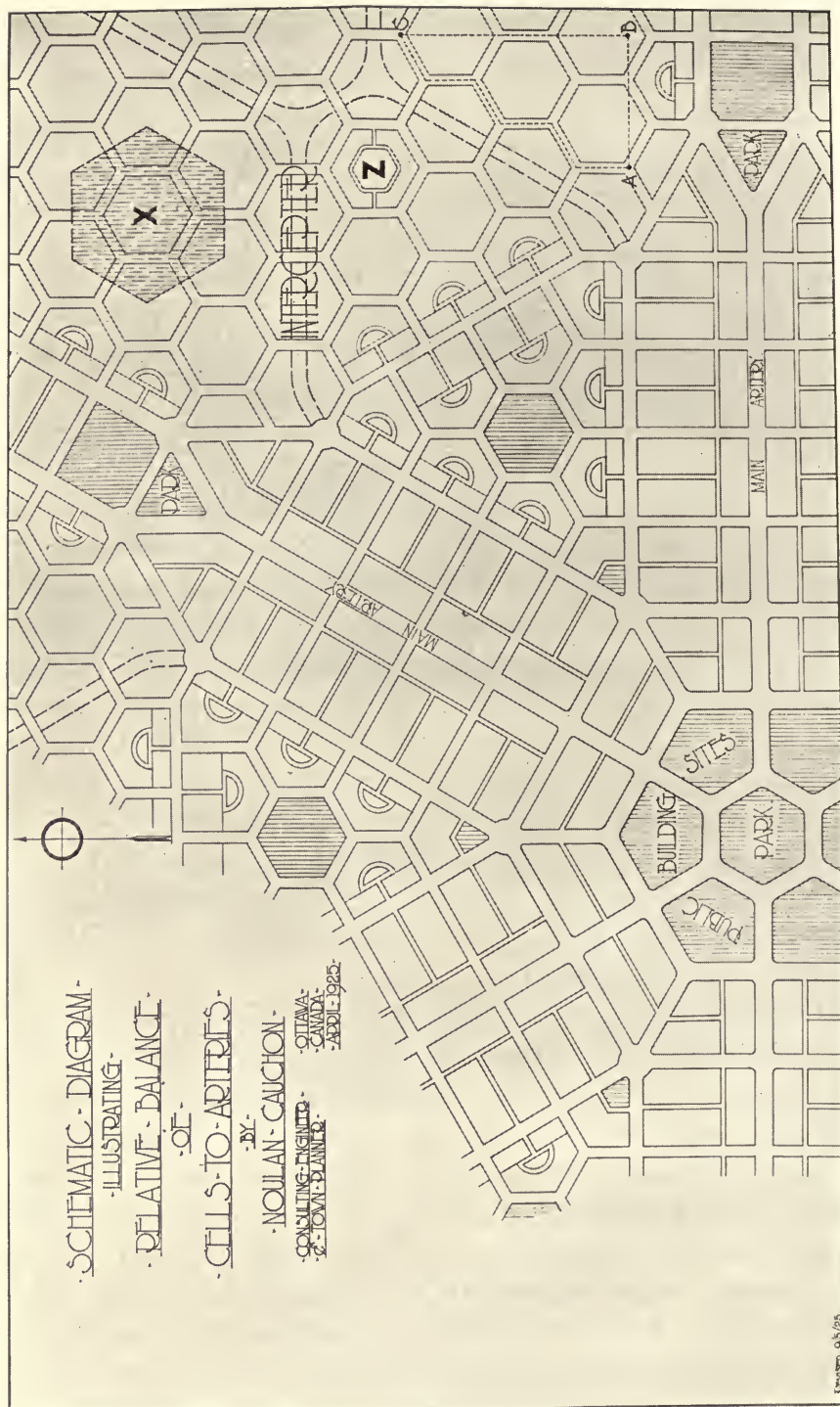


Diagram Showing Hexagonal Blocks, Interceptor and Other Features of the Theory of Arterial Highways

A THEORY OF ARTERIAL HIGHWAYS AND THE TIDE OF TRAFFIC*

By NOULAN CAUCHON

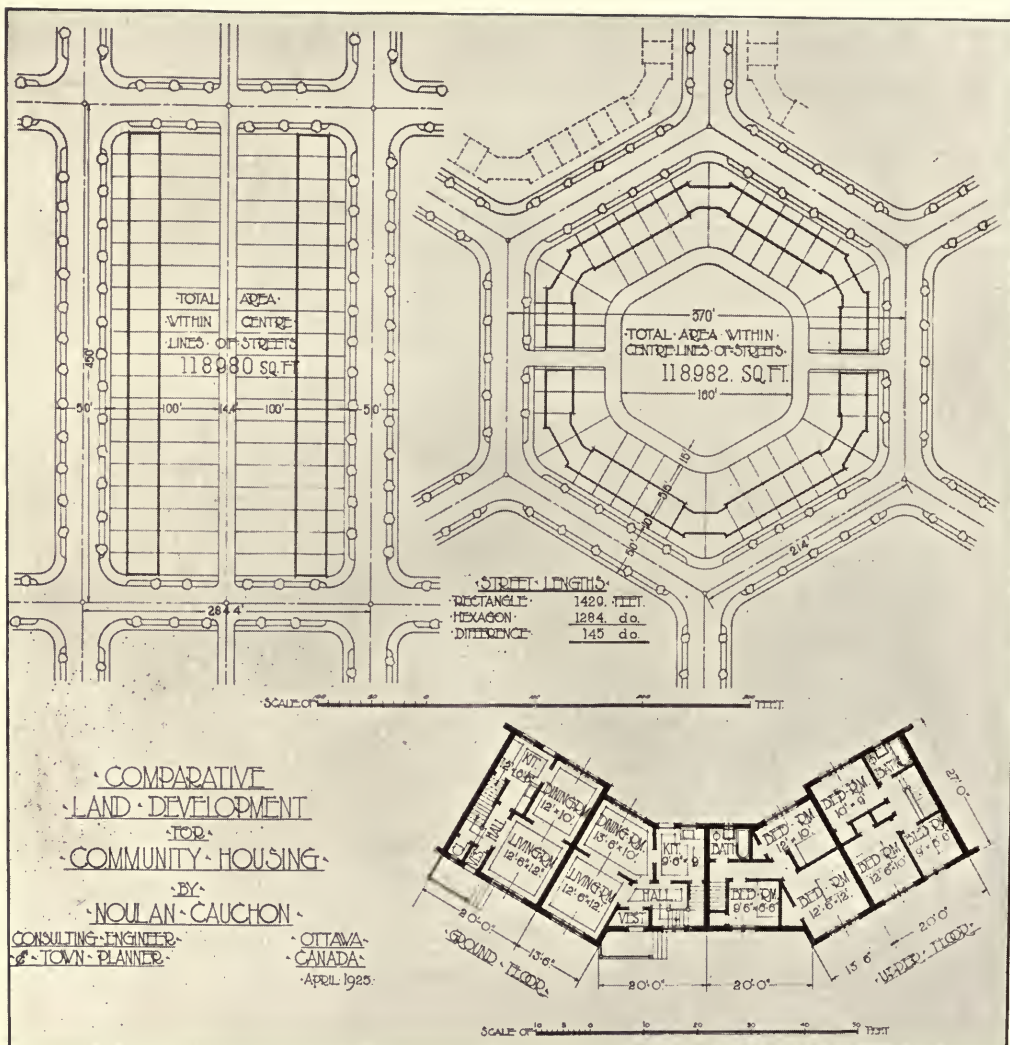
President, Town Planning Institute of Canada

THE theory of the address is that there is a "norm of functional entity" for each individual community arising from the nature of the things for which the community exists. Since a community is a synthetic organization lacking the inherent unifying force of biological growth, its expansion is merely by accretion, and should be controlled so as to form related multiples suited to the purposes of human health, efficiency and amenity. Thus in any given case there is required the determination of the ratio of business area to residential area and the establishment of intercommunication on the principle of what Mr. Cauchon calls the *Interceptor*. This is an independent right of way for through traffic, preferably in the rear of buildings, like that of a railway, devoid of frontage openings, and thus free from cumulative local development.

Rectangular blocks with cross streets, despite their sixteen theoretical collision points, are accepted for business purposes. For residential areas Mr. Cauchon suggests that the general *plan pattern* should be *hexagonal*. The hexagonal "cell" north pointed for healthfulness allows universal penetration of sunlight to all surrounding streets in all seasons, at all latitudes. The interior disposition affords opportunity for playgrounds or parks. The hexagonal street system, with its three-way road junctions and their advantageous limitation to three theoretical collision points, affords greater visibility, safety and speed with a saving of ten per cent in street length for given service and a reduction of the eight channels radiating from a block to the six radiating from the hexagonal "cell".

All the artistic possibilities of ever changing vista in curved streets are available in the hexagonal disposition, without those structural disabilities above and below ground which harrass the engineer and the builder in rectangular blocks.

*Synopsis of an address given at the International Town Planning Conference, New York, April 1925.



Comparative Diagram Showing Development of Rectangular and Hexagonal Blocks

NATIONAL PLANNING PROJECT FOR THE REPUBLIC OF MEXICO

By CARLOS CONTRERAS, Architect

THE problem of Planning in Mexico is, I believe, a National Problem, and a very arduous and difficult one. I know that great obstacles will be encountered, but I am confident that with faith and perseverance, and good will and courage they will be overcome and conquered.

Mexico should know something about this work; should become acquainted with the terms *city*, *town*, *regional* and *country planning* and should be made to realize the importance of seeing ahead and of *planning* for the future.

The source of inspiration for me was the preliminary work done by the "Plan of New York and Its Environs", since 1921:—the preliminary surveys, the reports and monographs that were published, the work done in mapping, and specially the advice and splendid assistance which all the members of that organization always gave me.

Regional Planning is of great importance in Mexico and a movement must be started at once to organize several regions in Mexico—the Municipalities of the Environs of Mexico City known as the Federal District of Mexico, for example—so that Regional Plans may be studied and prepared and then presented to the citizens of Mexico so that they may be approved and adopted, giving them their support and thus insuring their ultimate realization.

Proper legislation must be carefully prepared by competent attorneys and city planning advisers, and presented to all legislatures throughout the Republic of Mexico, for approval and enforcement. Sight must not be lost of all matters pertaining to Social organization and its problems, and to Zoning in regard to racial characteristics, as well as in regard to the kind of natural products of the region.

I have been very fortunate indeed to obtain the heartiest and fullest co-operation from Mr. Edward H. Bennett, of Bennett, Parsons, and Frost of Chicago, and from Mr. Jacques Lambert, of Lambert, Saacké, and Bailly of Paris, France, as Consulting Architects for the Planning of the Republic of Mexico. These two gentlemen with their experience, with their technical and practical ability and with their enthusiasm will prove inspiring teachers and guides for those of us in Mexico, who, as Architects, are eager to learn, to study, and to *do City Planning* in our own Country.

This entirely unofficial project is presented to the President of the Republic of Mexico in the hope that it may have his approval and thus become the official program for a National Plan.

It is my love for Mexico and my willingness to be of service to my Country that have inspired me in the preparation of my Plan, and it is my earnest desire to give the best years of my life to the organization of this work so as to insure the complete and ultimate realization of this National Planning Project for the Republic of Mexico.

NATIONAL PLANNING PROJECT FOR THE REPUBLIC OF MEXICO

AIMS OF THE PROJECT

1. TO ESTABLISH A FEDERAL CENTRAL PLANNING DEPARTMENT OR BUREAU IN MEXICO CITY FOR THE PLANNING OF THE REPUBLIC OF MEXICO

THE FUNCTIONS OF THIS DEPARTMENT SHALL BE THE DEVELOPMENT OF A NATIONAL PLAN FOR THE REPUBLIC OF MEXICO BASED ON THE FOLLOWING FUNDAMENTAL ELEMENTS

- A A NATIONAL SYSTEM OF HIGHWAYS
- B PORTS AND HARBORS (WATERWAYS AND RAILWAYS)
- C PARKS AND OTHER PUBLIC RESERVATIONS
- D NATIONAL ZONING

2. TO ORGANIZE LOCAL PLANNING DEPARTMENTS OR GROUPS IN THE VARIOUS STATES THAT

WOULD TAKE CARE OF

- A CITY PLANS
- B CITY DESIGN
- C HOUSING PROBLEMS

3. TO GIVE IMPETUS TO CITY PLANNING AND TO EDUCATE AND GUIDE PUBLIC OPINION BY MEANS OF PUBLICATIONS INCLUDING LECTURES AND CONFERENCES THAT WOULD BRING TOGETHER NOT ONLY ARCHITECTS ENGINEERS AND CITY PLANNERS BUT PHIANTHROPISTS AND PUBLIC SPIRITED MEN AS WELL

4. TO PREPARE AND TO PRESENT TO THE FEDERAL GOVERNMENT FOR ITS APPROVAL A CONGRESS A FEDERAL BILL RELATING TO CITY TOWN AND REGIONAL PLANNING IN THE REPUBLIC OF MEXICO AND TO INITIATE THE PROPER LEGISLATION THROUGHOUT THE REPUBLIC

5. TO DIRECT AND TO CONTROL THE EXECUTION AND ULTIMATE REALIZATION OF THIS NATIONAL PLANNING PROJECT FOR THE REPUBLIC OF MEXICO



MR. PRESIDENT: I have the honor of presenting to you my National Planning Project for the Republic of Mexico, confident that when you are convinced of the importance and sincerity of the project you will be good enough to give it your vigorous support. Owing to the present favorable conditions in the Republic, Mexico is in an ideal position to lay the foundations of a system that would aim at the ultimate development of all its resources, and at the material, social and intellectual betterment of its inhabitants. This may be accomplished by means of the sound and well-intentioned coöperation of all Mexicans. The better elements in the life of the nation are most keenly alive to its needs, and are unanimous in their desire to contribute to the reconstruction of the Mexican fatherland. This good-will must be capitalized.

Mexico, being confronted with the same problems as all the other civilized nations of the world, must adopt and follow a far-sighted policy so as to attain her fullest development through her own efforts.

(1) TO ESTABLISH A FEDERAL CENTRAL PLANNING DEPARTMENT OR BUREAU IN MEXICO CITY, FOR THE PLANNING OF THE REPUBLIC OF MEXICO.

Organization.

The organization of this Department should be very simple. It should consist of the following elements:

- A Technical Director.
- An Executive Civil Engineer.
- Three or four Draftsmen.
- A Director of Publicity.
- A clerk in charge of Statistics and Records.
- Two Stenographers.
- One or two City Planners as Consulting Architects.

Advisory Council.

Furthermore there should be organized an Advisory Council composed of architects, engineers, lawyers, bankers, merchants, manufacturers, etc., men of good will interested in this problem.

This Advisory Council should be a volunteer and free body organized with the coöperation of the Federal Central Planning Department, and its members should not receive any remuneration or compensation for their services.

The Advisory Council should have an Executive Committee made up of a President or Chairman, a Treasurer, a Secretary and an Assistant Secretary and a Consulting Attorney, who should recommend to the Federal Central Planning Department the policy to be pursued in regard to organization, methods of publicity, finances, etc.

Functions of the Department.

One of the principal functions of this Department should be to obtain all possible data, (statistics, maps, plans, photographs, reports, etc.), and to make provision for the proper arrangement of such information. It should establish cordial relations with the corresponding departments of foreign countries so as to be informed of the progress made in the science of planning throughout the world.

Surveys.

Surveys and thorough studies should be made under the supervision of this Department along the following lines:

- (a) The economic and financial problems.
- (b) The topography and lay-out of the country.
- (c) Population.
- (d) The natural riches of the country and its products.
- (e) Means of communication and transportation.
- (f) The "water" problem. (Waterfalls, irrigation, etc.).
- (g) The agricultural and industrial problems.

The Functions of this Department should be the Development of a National Plan for the Republic of Mexico based on the following Fundamental Elements:

(a) A National System of Highways.

One of the most urgent needs of Mexico at this moment is the construction and development of means of communication. We need roads and we must have them.

The preparation of a National System of Highways must be undertaken with the help and harmonious coöperation of the Department of Communications and Public Works. This Department should place at the disposal of the Federal Central Planning Department all the material it may have prepared in the form of maps, reports, etc., and also give the Planning Department, through its directing and technical elements, the assistance that the latter may need in the solution of any problem related to planning.

Choice of Routes.

In the choice of routes the following factors must be taken into consideration:

- (1) Movement, growth and trend of population.
- (2) Topography of the country.
- (3) Traffic.
- (4) Important present and future centers.
- (5) Distances.
- (6) Cost.
- (7) Natural materials available.
- (8) Scenic beauty.
- (9) Personal criterion and foresight for future improvements.
- (10) Comfort and convenience of the traveling public.

Types of Roads.

In the selection of the type of road to be built the following additional factors must be considered:

- (1) Construction.
- (2) Maintenance.
- (3) Means of defraying expenditures.
- (4) Types of roads: Earth, Sand and clay, Gravel, Macadam, Asphalt, Concrete.

Statistical Data from the United States of America.

Public Roads.....		2,500,000 Miles
Earth Roads.....	89½%	2,200,000 "
Sand and clay Roads.....	2 %	44,000 "
Gravel Roads.....	4½%	116,000 "
Other type Roads.....	4 %	110,000 "

Width of Roads.

Considerations in regard to the width of roadways:

- (1) The minimum width of roadways where the traffic of horse-drawn vehicles is predominant should be 20' and for roadways where there is a considerable volume of automobile traffic, 24'.
- (2) The minimum "right of way" for 20' roadways should be 50' and for 24' roadways, 60'.
- (3) The "right of way" for the principal HIGHWAYS of the National System should be at least 300', so that provision may be made for improvements in the manner of handling traffic twenty or thirty years hence. If planning is done in this manner, the traffic congestion which exists on so many highways and in almost all of the principal cities of the world, and which is undoubtedly due to the fact that the means of communication were not properly planned, will be avoided.

Main Longitudinal Highways.

The National System of Highways for the Mexican Republic must have as a basis the following main highways:

- (1) The Diagonal Trunkline Highway proposed by Engineer Toscano, starting at Ensenada, Lower California, passing through Alotar, Hermosillo, El Fuerte, Culiacan, Sombrerete, Zacatecas, Aguascalientes, Lagos, Leon, Guanajuato, Dolores, Hidalgo, Queretaro, San Juan del Rio, Mexico City, Puebla, Acatlan, Oaxaca, Tehuantepec, San Marcos, Tuxtla Gutierrez, San Cristobal, Palenque, Balancan, Concepcion, Laguna, Om, Payo Obispo, and Puerto Madero in the Territory of Quintana Roo, and extending over approximately three thousand miles.
- (2) A Main Trunkline Highway along the eastern coast of Mexico, starting at Matamoros, Tamaulipas, passing through Tampico, Jalapa, Tuxpam, Vera Cruz, Alvarado, Puerto Mexico, Balancan, Campeche, Merida, and running along the coast to Puerto Madero.
- (3) A Main Trunkline Highway along the western coast of Mexico, starting at Nogales, Sonora, passing through Hermosillo, Guaymas, Mazatlan, Colima, Acapulco, Puerto Angeles, Salina Cruz, and running along the coast to the Guatemala border.
- (4) A Main Trunkline Highway starting at Nuevo Laredo, Tamaulipas, passing through Monterrey, Saltillo, San Luis Potosi, Queretaro, Mexico City, Puebla, Juchitan, as far as the Guatemala border thus continuing the Meridian Highway.
- (5) A Main Trunkline Highway starting at Ciudad Juarez, Chihuahua, passing through Chihuahua, Torreon, Durango, Guadalajara, Chapala, Los Reyes, Uruapam, Chilpancingo, Oaxaca, Tehuantepec, and then following the same route as the Diagonal Highway as far as Puerto Madero.

Transversal Highways.

In addition to these five main longitudinal highways, the National Highway System of Mexico, should comprise the following transversal highways:

- (1) From Puerto Mexico to Salina Cruz along the Isthmus of Tehuantepec.
- (2) From Vera Cruz to Puerto Angeles through Acatlan and Oaxaca.
- (3) From Tampico to Acapulco, through Pachuca, Mexico City, Guernavaca, Iguala, Chilpancingo.
- (4) From Vera Cruz to Guadalajara, through Puebla, Mexico City, Queretaro, Lagos.
- (5) From Tampico to Guadalajara, through San Luis Potosi and Aguascalientes.
- (6) From Tampico to Mazatlan, through Ciudad Victoria, Monterrey, Saltillo, Torreon, Parral and Culiacan.
- (7) A transversal highway along the United States border from Matamoros, Tamaulipas, to Ensenada, Lower California, through Nuevo Laredo, Monterrey, Saltillo, Torreon, Ciudad Juarez, Nogales and Mexicali.

Branch Roads.

In addition to these Main Longitudinal and Transversal Highways, branch roads must be built from the industrial, agricultural and mining centers of the Republic to the ports and principal points on the eastern and western coasts and to the ports of entry on the United States and Guatemala borders.

Roads must be built to feed the National Railways of Mexico, so that the co-operation between the Railway companies and the transportation companies to be organized may bring benefits to both.

Maps.

Another important function of the Federal Central Planning Department should be to prepare and to have printed highway maps of the whole Republic and of the individual states.

Finances.

To obtain the necessary funds for the construction and maintenance of the highways of the National System of Highways of the Republic of Mexico one or several of the following methods may be used:

- (1) Financial assistance of the Federal Government through an annual subsidy to each state.
- (2) Special issues of municipal bonds in each state.
- (3) Private capital and the voluntary contributions of companies and individuals.
- (4) The issue and subscription of a foreign Loan destined for the construction and maintenance of the National System of Highways of the Republic.
- (5) A NATIONAL FUND.

National Fund.

This NATIONAL FUND for the construction and maintenance of the National System of Highways for the Republic of Mexico would be raised by subscriptions. National and foreign companies, automobile manufacturers, oil and mining companies, industrial undertakings, land owners, farmers, in short each and every Mexican citizen would be called upon to lend his willing coöperation.

THE NATIONAL FUND would be placed in the hands of a NATIONAL BOARD OF TRUSTEES, a group of men of recognized honor and ability, and only the interest obtained from the investment of the capital would be available for the construction and maintenance of the National System of Highways.

The capital of the NATIONAL FUND would increase every year and thus a corresponding increase in the interest would be available for the construction and maintenance of the National System of Highways.

Automobiles.

As a matter of interest I insert here the following data relating to the development of the automobile industry and the movement of the automobile and truck:

Number of automobiles and trucks registered in the Municipality of Mexico in

1922, 6,364 — 1923, 11,089 — 1924, 13,450

Number of automobiles and trucks in the Republic of Mexico.....24,485

In the United States we have the following data as to trucks and automobiles:

In 1902.....	28,755
1907.....	142,061
1912.....	944,000
1917.....	6,146,617
1922.....	12,238,375
1923.....	15,092,177

A motor vehicle for every 7 persons. 88% of the 18,023,584 automobiles and trucks in the world.

In 1902 the United States had 28,755 automobiles and trucks and now it has over 15,092,177.

Mexico in 1924 had 24,485 automobiles and trucks. How many in 1950?

Finally the Federal Central Planning Department will try through all possible means to obtain the coöperation of the Government of the various States, of the municipalities and especially that of all its citizens, stimulating their interest so as to put into execution and carry to ultimate realization this National System of Highways for the Republic of Mexico.

(b) Ports and Harbors.

The Federal Central Planning Department should develop and improve the Mexican ports so that they may perform more efficiently the multiple functions which are peculiar to their nature: Special attention should be paid to the following features:

- (1) Commercial traffic with the subsequent movement and development of the Customs Service.
- (2) Passenger traffic and the increasing number of tourists with the corresponding improvement in hotels.
- (3) The development of all sea-ports as summer resorts with a view to their embellishment, as a means of attracting national and foreign tourists.
- (4) The complete development of the free ports of Salina, Cruz, Guaymas, and Puerto Mexico, created by a recent presidential decree.

It would be convenient to include under this heading:

- (1) The development and embellishment of land and property on the coasts and on the shores of lakes and rivers. It would be well to set aside certain zones in these regions for parks and nurseries.
- (2) The development of the means of communication by water—especially on lakes and rivers—in all matters pertaining to the transportation of passengers and merchandise.

(c) Parks and Other Public Reservations.

This item is one of great importance. The Federal Central Planning Department must study it with a great deal of care, and must try to demonstrate to the Federal Government, by means of accurate and trustworthy information, the necessity of working out and adopting at once a NATIONAL PARK PLAN FOR THE REPUBLIC OF MEXICO.

This NATIONAL PARK PLAN would insure the creation of National Parks and State Parks and set aside certain regions for forests and nurseries and for recreational parks.

Those in charge of the NATIONAL PARK PLAN must not fail to make provision for the preservation of all those places or monuments which are remarkable for their natural beauty or deserving of special care and attention by reason of their connection with national history and tradition.

The question relative to the facilities that may be given to the public to use these grounds and parks for "camping", and for tourists, deserves the special attention of the Federal Government, since by charging a nominal fee per person, a substantial income may be obtained.

To support this opinion I hereby transcribe the data contained in the Twenty-ninth Report of the American Scenic and Historic Preservation Society, for the year 1924, under the heading: "Economic Value of National Parks".

"The financial returns of the National Park system during the season of 1923 to the States in which the reservations are situated were estimated by the Interior Department at \$100,000,000. This total does not include consideration of indirect profits due to retention of funds which otherwise would be spent outside the State, and to health and other benefits.

"More than \$6,000,000 was spent in and near Yellowstone Park by tourists, while Glacier Park is credited with having brought \$1,250,000 of 'travel money' into Montana and Mount Rainier Park \$1,500,000 into Washington. *Crater Lake

was described as a \$7,000,000 asset to Oregon with an indicated annual return of 4% on its valuation.

"Yosemite brought \$5,000,000 to California in addition to the unestimated value of the pure water supply insured by its vast watershed, and the Sequoia and General Grant Parks added \$1,000,000.

"Visitors to Rocky Mountain National Park, Colorado, numbered 65,000, their stay in the State averaged ten days and their daily expenditure was estimated at \$8 each. To the total of \$5,200,000 thus spent by visitors to Rocky Mountain Park was added \$2,500,000 spent by residents of the State in travel to and recreation in the park.

"Tourists were estimated by civic organizations in Denver to have carried \$40,000,000 into Colorado, where Mesa Verde National Park is situated, and Grand Canyon National Park was credited with bringing \$2,000,000 into Arizona."

(d) National Zoning.

Very thorough and complete studies and surveys must be made in all the regions of Mexico, under the supervision of the Federation Central Planning Department, to determine the nature of the products of each region, the facilities for transportation and communication, the proximity to railroad centers and to ports, the potentialities of each region as a mining, agricultural or industrial center, or as a residential zone.

Information must be obtained regarding the average amount of rainfall in the various regions of the Republic and the power to be derived from waterfalls. The factor relating to population must be considered also. It is interesting to note that the horizontal band which runs through the States of Jalisco, Guanajuato, Mexico, Puebla and Vera Cruz, has a total population of more than 5,000,000 inhabitants, that is a third of the total population of the Republic.

(2) TO ORGANIZE LOCAL PLANNING DEPARTMENTS OR GROUPS IN THE VARIOUS STATES THAT WOULD TAKE CARE OF:

(a) City Plans.

The Federal Central Planning Department must organize groups or local departments in the various States and in the cities having a population of more than 10,000 inhabitants.

These groups should be made up of the principal residents of each city or region and they must coöperate in every way with the Municipal and State authorities, as well as with the Federal Central Planning Department so as to obtain and develop city plans.

Each one of these groups would try to secure the necessary data and make the necessary studies and surveys with a view to preparing and printing the plan of each one of these cities or regions. In these local maps the location and type of the means of communications, the location of points of interest, public buildings, museums, schools, churches, parks, etc., should be indicated.

(b) Civic Design.

This item is closely related to the preceding one pertaining to City Plans and it has the following aims:

- (1) The embellishment of the cities in Mexico, through far-sighted, careful and able planning.
- (2) The preservation and utilization of all the natural scenic beauty of Mexico, of the topography of the country, as well as of the national wealth residing in its monuments, in its history, and in its traditions and legends.
- (3) The proper treatment, composition, grouping and planning of public and Government buildings, Schools, museums, hospitals, cemeteries, parks, fields for recreation, athletic fields, etc.

All this work should be undertaken in Mexico under the direction of competent city planners and of the engineers connected with the Federal Central Planning Department.

(c) Housing Problems.

This problem is of vital importance to Mexico. Our people need better homes and better living conditions and it is our duty to minister to their needs.

The HOME is an essential factor in the well-being of the individual and of the nation.

Factors which must be considered:

- (1) The type of house: (a) For one family. (b) For two families. (c) Coöperative apartments. (d) Group housing and regional centers.
- (2) The type of construction: (a) Materials. (b) Wholesale construction as a solution of the problem. (c) Urbanization, drainage, water, light, gardens, etc.
- (3) Cost.
- (4) The character and style of the architecture.
- (5) The manner and facilities for payment by owners.
 - (a) Loans.
 - (b) Municipal and State aid.
- (6) Proper legislation and Federal and State Bills in regard to construction, housing and rent problems.
- (7) Model cities.
 - (a) Development of residential zones.
 - (b) Development of industrial zones.
- (8) Garden cities.
- (9) Sanatoriums.
- (10) Summer resorts.
- (11) Hotels.
- (12) Office buildings.



Plan of the City of Mexico

In working out and preparing all these projects advantage must be taken of the data collected in the countries that are leading the world in planning. The supervision of this work in Mexico and the solution of these problems should be put in the hands of the Federal Central Planning Department of the Republic of Mexico.

- (3) **TO GIVE IMPETUS TO CITY PLANNING AND TO EDUCATE AND GUIDE PUBLIC OPINION BY MEANS OF PUBLICITY INCLUDING LECTURES, AND CONFERENCES THAT WOULD BRING TOGETHER NOT ONLY ARCHITECTS, ENGINEERS AND CITY PLANNERS, BUT PHILANTHROPISTS AND PUBLIC SPIRITED MEN AS WELL.**

Publicity.

The Advisory Council of the Federal Central Planning Department would indicate the policy to be followed in regards to publicity.

It is very important to obtain the collaboration of the Press of the whole Republic in this work, in order that an educational campaign may be carried on efficiently and persistently every day in the year.

It is of great importance also to issue periodically bulletins containing information relative to the progress made in the work in planning, and to establish an information bureau in the Department that will give the public all the data necessary for the solution of problems related to city planning.

Conferences and Lectures.

The object of these lectures illustrated with lantern slides, maps, diagrams, charts, aerial photographs, etc., and given by specialists in the subject, throughout the Republic and under the supervision of the Director of Publicity of the Planning Department, is to present to the public the problem of PLANNING, to stimulate the interest of all Mexicans and to create in them the desire of collaborating in this work of national development.

- (4) **TO PREPARE AND TO PRESENT TO THE FEDERAL GOVERNMENT FOR ITS APPROVAL IN CONGRESS A FEDERAL BILL RELATING TO CITY, TOWN AND REGIONAL PLANNING IN THE REPUBLIC OF MEXICO AND TO INITIATE THE PROPER LEGISLATION THROUGHOUT THE REPUBLIC.**

The preparation of the appropriate legislation and especially the presentation to the Federal Government of a Federal Bill on Planning, should be entrusted to a Committee made up of five members, with the Consulting Attorney of the Federal Central Planning Department as Chairman of this Committee.

- (5) **TO GUIDE AND CONTROL THE EXECUTION AND ULTIMATE REALIZATION OF THIS NATIONAL PLANNING PROJECT FOR THE REPUBLIC OF MEXICO.**

THE NEW YORK STATE REGIONAL PLAN

By CLARENCE S. STEIN, Chairman
Commission of Housing and Regional Planning

AS a basis for a proposed State plan the New York State Commission of Housing and Regional Planning has been studying the development of New York State. These preliminary studies, presented in graphic form at the recent International Congress of City, Town and Regional Planning, embraced a survey of the geography, population and economic growth of the State. The exhibit consisted of maps, charts, diagrams and colored drawings. The story of the State's development is told in these maps and charts.

The principal natural feature of the State is the great angular valley from the Ontario plain along the Mohawk and Hudson, from Buffalo to New York City, with a right angle turn at Albany. This so-called "Valley Belt", containing the principal stone and mineral deposits and fertile soil deposits, comprises the most favorable areas of the State. Except for the forests which once covered the entire State and which were cleared for agriculture and settlement without any plan of conservation, New York had few natural resources. As the State could not remain predominantly agricultural, small industrial towns developed over the whole State.

In the first industrial epoch, the population of New York was widely and evenly distributed. The State, originally settled as an agricultural community, soon produced an oversupply of workers and turned its attention to many forms of industrial activity. Four hundred thriving towns were scattered over the State, their industries served by 7000 water wheels and their products shipped on the very complete system of canals which reached all portions of the State. The charts showing the distribution of sheep and the output of woolen cloth made in the home, and the maps showing the number of water wheels in operation indicate the State-wide activity of the period and the small-scale, individually owned and operated manufactories.

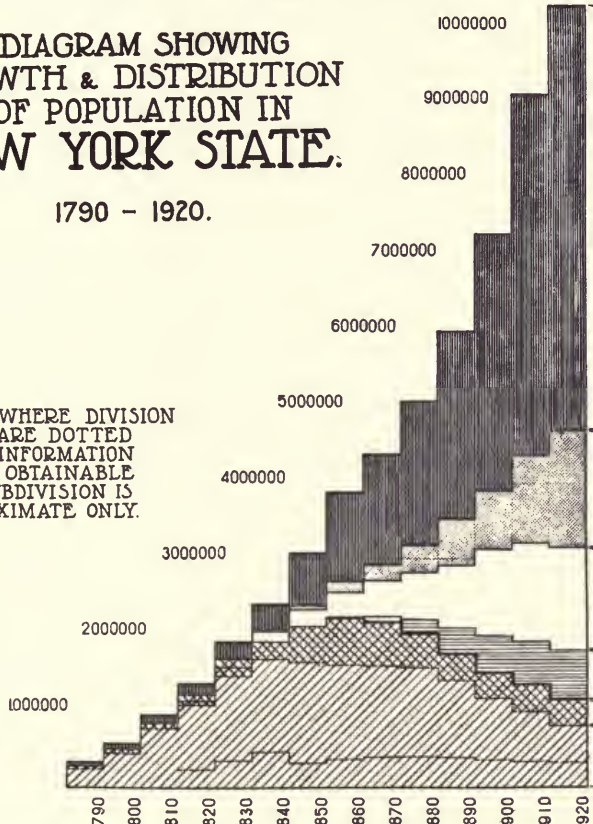
The second industrial period, beginning approximately in 1880, opens with the era of steam. Industry changed to a basis demanding coal-generated steam power. As coal came over the main trunk line railroads, the New York Central and the Erie, manufactories were forced down to the main lines of transportation, and population followed industry. Steam power developed large-scale industry with a diminishing relation to local material and environment, and an increasing attention to distribution and market outlet.

From 1860 on, we find the population and industry of the State centering more and more along the central "Valley Belt", and the great lines of east and west transportation. The maps show how from 1850 on, county after county kept shrinking in population so that finally in the period of 1910-1920 only three out of the fifty-five counties outside of the New York area have grown except in one or at most two industrial cities, while twenty-nine have actually fallen off even including the cities. The rural population which in 1880 still constituted one-half

DIAGRAM SHOWING GROWTH & DISTRIBUTION OF POPULATION IN NEW YORK STATE.

1790 - 1920.

NOTE: WHERE DIVISION
LINES ARE DOTTED
EXACT INFORMATION
IS NOT OBTAINABLE
AND SUBDIVISION IS
APPROXIMATE ONLY.



NEW YORK CITY
INCLUDING ONLY
THE FIVE BOROUGH
OF
GREATER NEW YORK.

CITIES OF OVER
50,000 POPULATION.

ALL OTHER CITIES AND
TOWNS OF OVER
2,500 POPULATION.

PEOPLE NOT FARMING
WHO LIVE IN NO TOWN OR VILLAGE.

* ALL TOWNS AND VILLAGES
OF LESS THAN 2,500 POPULATION.

ALL PEOPLE LIVING ON FARMS.

LOWER SPACE INDICATES FARM WORKER

* DIVISION OF URBAN AND
RURAL POPULATION - SEE EXPLANATION.

One of the preliminary studies of natural features and economic development prepared by the Commission of Housing and Regional Planning of the State of New York and exhibited at the International Town Planning Conference in New York, April 1925. Other maps and charts showed natural, topographic, climatic, and historical features of the state, farm and forest areas, early canal and railroad systems and other facts of the first industrial epoch, and the population and economic features of the urban movement after 1880. An interesting pamphlet was issued by the Commission listing and explaining these studies.

that of the State has in 1920 shrunk to less than 12%,—upon the basis of careful calculation in which the purely suburban areas have been rightly classed with the urban population.

Even before 1860, New York City developed as the port of New York State and as the principal port of the country, and reached its most rapid rate of growth between 1830-1860. New York Harbor was linked with the west by the Erie Canal and the two trunk line railroads. The farming communities felt the competition of the fertile lands of the west and the improved farm land which had by 1880—the period of maximum development—reached 60% of the State's area began to fall off until it shrank to about 43% in the present decade. The effect of transportation through the center of the State was already evident in 1860 when the population of New York City, as the outlet for the State and the Western States, counted 30% of the total population of the State. The "Valley Belt" was growing steadily and rapidly, with the regions north and south remaining stationary. By 1920, New York City attained 54% of the total population. The "Valley Belt" while it is only 20% of the area of the State, now contains 80% of the population.

Some of the problems of this growth are vividly illustrated. For instance, the water supply of New York City is now actually reaching out into the watershed of the Schoharie (a tributary of the Mohawk River), one hundred and twenty miles away. But even this supply is estimated as sufficient for the City only until 1935. Other factors which limit the growth of cities are graphically portrayed: Rents per person increase in the larger cities; as land values rise a larger portion of the rent goes into the ground; as an escape for high land costs multi-family construction is made necessary, increasing the number of families per acre and leaving less space per person as cities grow; problems connected with the transportation of goods and men grow out of proportion to the growth of the city.

The Commission projects a map of the State showing how a proper use of its natural features may be made and showing also the development of man's inventions for harnessing nature to his needs. The data already collected are not suggested as a plan for the State, but they mark the first attempt to collect material from which may be judged the tendencies and possibilities of a more efficient use of the State in the future. The survey shows that there are certain favored regions in the State, in which use is concentrated at present; nevertheless a wider development is possible with our new methods of roadway transportation, power generation and power distribution. While it is not to be expected that the State will again develop throughout its whole area as in the period of 1840, changes are already taking place in the direction of a more widespread growth. One of the maps of the exhibit projects a widening of the "Valley Belt" by wider highways on both sides of the main trunk-line railroads, with small cities grown up along these routes. It shows a development of towns off the main highways, assisted by the electric power carried on great transmission lines.

CITY PLANNING INSTRUCTION IN AMERICAN COLLEGES AND UNIVERSITIES*

By CHARLES W. ELIOT, 2ND

THERE is no college of city planning in America, no school or special place where city planning is the only subject of study, and only one in which it can be made a major subject. As yet, there is no separate profession of city planning. Those who work in this field are all trained in one or another of the older professions, and their city planning activities are usually only a part of their occupation.

It has often been said that city planning is a coöperative undertaking in which the architect, business man, engineer, landscape architect, lawyer, politician, realtor and people of many other pursuits properly have a part. Since no man can hope to be useful in all these fields at once, it is essential that the would-be "city planner" should be thoroughly grounded in one of these related subjects. To this knowledge of a single trade or profession there must be added appreciation of the position of other professions; in brief, a coöperative spirit.

Recently, in a constantly increasing number of colleges, city planning has been considered in courses on government, engineering, sociology or art. Sometimes it is only one lecture in the term, but in this way many undergraduates are introduced to the subject. By piecing together such instruction in various departments it is possible in many of the larger universities to make up a fairly well rounded introductory course in City Planning. Similarly, by going from one to another of the more specialized professional schools which offer courses in the fields included in city planning, a student may gradually be prepared for active planning work.

We should look, then, for general courses in city planning in all Universities, for its appropriate technical courses in each of the professional schools, and should hope to find coöperation or coördination for civic development taught in all of them.

*Acknowledgment is made to the many professors and their secretaries who have supplied information for this review.

On the Pacific Coast, California, Stanford, Oregon, and the State College of Washington offer courses. Professor L. B. Reynolds of Stanford gives a series of courses in Civil and Hydraulic Engineering with which may be combined a course in the Art of House Design. At the University of California in connection with the courses in Landscape Architecture, Professor J. W. Gregg and his staff give instruction in design of parks, playgrounds and real estate subdivision, together with lecture courses on City Planning Theory and Modern Civic Design. Also at Berkeley there is a group of courses in Civil Engineering, including Highways, Water Supply, Sewerage, Materials, Masonry, Contracts, etc., as well as instruction in Public Finance, Housing, Municipal Government and Administration, and Community Art.

Among the courses offered by the different departments at the State College of Washington are two on Landscape Design, and one each on Civic Art, Building Sanitation, Social Problems of the City, and Sewerage. A one-credit course in city planning is compulsory for all students majoring in Architecture at the University of Oregon.

In the South, very little instruction in City Planning is offered. At the Agricultural & Mechanical College of Texas, there is a course on "City Management" in which city planning is given some attention, but elsewhere requests for information have revealed no further instruction.

In the Middle West at Kansas State Agricultural College, and Iowa State College, city planning is taught in several departments. A general course is given in the Architecture Department at the first-named College, with Civic Art in the Horticulture Department, and Surveying, Water Supply and Sewerage in that of Civil Engineering. At Iowa, among the courses in Landscape Architecture is a lecture course on "City and Town Planning" and on "subdivisions, recreational and regional planning."

To the far north in Canada at the University of Toronto some lectures are given by Mr. Horace Seymour on Town Planning to students in the Municipal Engineering courses. Under the Extension

Department a short course in "Civic and Town Planning" is offered annually by a group of outside lecturers.

At the University of Wisconsin, Professor Leonard S. Smith has supervision over two courses which are "non-technical and primarily intended to familiarize the student with the city planning ideals and methods of modern town building. Only as such practical subjects are understood can the much needed leadership be secured for our city and rural communities. Each year the total number of students in these courses is nearly two hundred".

At Ann Arbor in the University of Michigan an unusual group of subjects of importance to students of city planning are available. In the department of Landscape Design three courses of a general and technical character on city planning are given by Professor Tealdi. Under his supervision there are also two courses on parks and park systems. Besides the well-known courses given by Professor Blanchard, the Interrelationship of Highway, Parkway and Waterway Transport is considered as well as Traffic Engineering and Street Design. The Department of Political Science gives courses in Municipal Government and Administration, and that of Civil Engineering covers such subjects as Water Works, Sanitation, and Rivers and Harbors, while under still another Engineering department we find courses on surveying. Among the most interesting and unusual courses offered at Michigan are those on Realty Principles and Management by Professor Trout. Of the same type is the course on "land" policies by Professor Van Sickle, and those on Taxation and Public Finance by Professor Caverly. Finally there is Professor Saarinen's instruction in Architectural Design.

The well-known course developed by Charles Mulford Robinson at the University of Illinois has long influenced the teaching and practice of city planning. The work there is now in charge of Professor Karl B. Lohmann and Professor Harland Bartholomew.

In the neighboring state of Indiana at Purdue University, Professor Lommel conducts a course on city planning—"its magnitude and its value as a municipal activity". The third Annual Indiana Con-

ference on City Planning was recently held in Evansville, Indiana, under the direction of two departments of the University in conjunction with other organizations. Still further east at the Case School of Applied Science and at the University of Cincinnati, the engineering aspects are considered, while at Ohio State there are courses on Civic Design and Landscape Architecture.

Two institutions in Pennsylvania offer instruction in this field. The Carnegie Institute of Technology has courses in Surveying, Route Engineering, Sanitary Engineering and Transportation. At the Pennsylvania State College, in a course on municipal government, city planning is considered, and in the Division of Landscape Architecture Professor Corvell gives a lecture course on theory, and Professor Dahl has a course in Civic Design.

The catalog of Syracuse University shows a course in the College of Forestry and the Cornell University announcements show a great variety of courses in the Colleges of Engineering and Architecture. Those in Engineering cover that branch of city planning very completely, and in addition, Professor E. Gorton Davis gives instruction in the theory of Design of Public Properties for students of Landscape Architecture.

Among the many departments of Columbia University, courses on different aspects of city planning work are offered in Engineering, Sociology, Transportation, Government and Architecture. Special mention should be made of those on Ports and Terminals, Vital Statistics, and Architecture, and of the availability of instruction through University Extension courses.

At Dartmouth College, New Hampshire, Professor Zug gives a course in the Department of Modern Art for undergraduates which is entitled City Planning, Civic Art, and Housing. Visiting lecturers assist in covering a very wide field. Professor Zug is preparing a syllabus which should be of special interest to teachers and students in this field.

In Western Massachusetts there is a lecture course by Professor Roland W. Rogers, of the Massachusetts Agricultural College, which

“attempts to give only the fundamental principles, hoping that our students will at least know what City Planning means”. With a similar purpose, Mr. Thomas Adams has the general direction over a course at the Massachusetts Institute of Technology in Boston, which “acquaints students of Architecture with the significance of both Landscape Architecture and Town Planning from an Architect’s point of view”. Naturally, the engineering aspects of city planning work are fully covered in other departments of the Institute.

At Harvard, technical training for City Planning can be obtained at the Graduate School of Landscape Architecture. Related instruction is offered in courses in the Fine Arts, Social Ethics, and Government Departments of the College, the Engineering School and in the Graduate Schools of Business Administration and of Architecture. Harvard gives a degree of “M.L.A. in City Planning” which is believed to be the first and only degree in this subject.

The time is apparently not far distant when a separate school devoted primarily to City Planning will be needed. Such a school would best be at one of the larger universities where courses in specialized related fields are available. Indeed, it should be through a coöperation of technical schools of landscape architecture, architectural engineering, law, social economics, etc., as the subject itself requires a coöperation of these and many more activities. The theory and technique of city planning are rapidly developing, and instruction sufficient for active technical work in the field will soon become a recognized public need.

CURRENT PROGRESS

Conducted by GEORGE B. FORD, Chairman
LAWRENCE VEILLER HAROLD S. BUTTENHEIM

THE MOVEMENT FOR AN AMERICAN GARDEN CITY

An event which may have results of no little importance to the city planning profession was the initiation on May 15, at the Town Hall Club, New York City, of an organized movement to promote the garden city idea in America. The occasion was a farewell luncheon to Ebenezer Howard, founder of the garden city movement in England, who had come to New York, with other European leaders in town planning, for the International Town, City and Regional Planning Conference.

As defined by the International Federation of Town and Country Planning and Garden Cities, "A garden city is a town planned for industry and healthy living, of a size that makes possible a full measure of social life, but no larger, surrounded by a permanent rural belt, the whole of the land being in public ownership, or held in trust for the community."

At present there are just two cities in England to which this definition may properly be applied—and none in America. The objects of the new association will be to stimulate the building of garden cities in America along the general lines of Letchworth and Welwyn, but with such modifications as American conditions may require. Among the possible variations suggested at the conference were: not making the restriction regarding size quite definite; wedges as an alternative to belts of permanent reservations of open land; and definitely and permanently zoning the use of the land as an alternative to public ownership, if the latter should prove impracticable.

The committee appointed at the Town Hall luncheon to formulate plans for a conference to be held in the fall to consider the forming of an American Garden City Association consists of Charles S. Bird, Jr., of Boston; Colonel Samuel P. Wetherill, Jr., of Philadelphia; Alexander M. Bing, President of the City Housing Corporation; Richard S. Childs, Vice-President of the National Municipal League; Lawson Purdy of the Charity Organization Society of New York; and Henry James of the Regional Plan of New York.

Among other forces recently set in motion which may play an important part in the garden city movement in America are the publication by *The Survey*, in its Graphic number for May, of a notable series of articles on regional planning and garden cities; and the activities of the City Housing Corporation, a limited dividend company, with headquarters in New York City, organized to build better homes and communities.

The success already made by the City Housing Corporation of its important housing venture at Sunnyside, Long Island City, and the unusual calibre of the

men and women associated in the enterprise, give reason to hope that the funds may be forthcoming for a real garden city project under the same auspices. As Mr. Bing well says in his article in the May *Survey Graphic*, "The business success of English limited dividend companies can be more than duplicated over here. Profiting by their experience, and aided by the greater resources of America, such an enterprise ought to be a great financial success. If the tremendous energy and resources which would be mobilized for such an undertaking were to be harnessed to that abundant store of idealism which is latent in us, splendid results might be looked for."*—H.S.B.

REGIONAL PLANNING IN PHILADELPHIA

In May and June 1924, several meetings attended by representatives of some forty civic and business organizations of Philadelphia were held to consider the possibility of launching a constructive regional planning program for the Philadelphia Metropolitan District. The outcome was the appointment of a committee to supervise a preliminary study of the possibilities of such a movement. Col. Samuel Price Wetherill, Jr., was chairman of this committee. The work was financed by a group of public spirited citizens.

The region includes approximately 2000 square miles, is located in three states, and is broken up into some 525 administrative units, including school authorities.

The summer and fall were spent largely in making contact with leaders of thought and representatives of organizations in the territory surrounding Philadelphia, to discover the sentiment in the region, toward Philadelphia, and the willingness of these groups to join with the city in a coöperative movement. A rather unexpected hospitality to the plan was discovered, and a widespread appreciation of the fact that many of the individual physical problems of the various centers of the region are in reality a part of the larger regional problem. Particularly, expression was given to the need for assistance in solving highway and traffic problems, in port development, in securing water supply and sewage disposal, and in the development of an extensive system of park and recreational facilities. Special attention was called to the lack of circumferential highways around the city and connecting outlying towns, which results in funnelling traffic into the congested centers; to the rapid growth of real estate allotments in what is destined to be a highly developed industrial section, with narrow streets unrelated to the general street scheme, and with no provision for open spaces or other facilities which will be essential in the near future; and to the preëmption for sewers, private estates and industrial purposes of the wonderful creek valleys, of which many are to be found in the region and most of which should be reserved as public parks. The need for regional action in these matters was constantly emphasized.

The past few months have been devoted principally to giving to the citizens of Philadelphia a more adequate understanding of the need for a metropolitan plan.

*Readers of CITY PLANNING should read also the leading editorial in the *AMERICAN CITY* for June, (page 613).

Much interest and active coöperation have been secured from the leading organizations and citizens of the city. The newspapers have been unstinted in their editorial and news support.

It is planned that financial support shall be secured in the beginning principally from those corporations and business houses which have the largest stake in the logical future development of Metropolitan Philadelphia. This will be supplemented by memberships in a Regional Planning Federation by Associations, corporations and individuals throughout the tri-state region. The support is to be so distributed that a large area and representative groups will have a part, and that the movement may not be controlled in the interest of any section or single group. A number of organizations and individuals have taken membership and several corporations have pledged substantial sums over a period of three years.

It is hoped that in the near future this financial guarantee will be sufficient to warrant the installment of a technical staff and the undertaking of an active survey program.

During the period of its work the committee has been able to bring about a few practicable accomplishments. A coöperative highway and traffic study and program having the endorsement and assistance of the Governors of Pennsylvania, New Jersey and Delaware and the Mayors of Philadelphia and Camden is being undertaken by the highway departments of these states and cities in conjunction with the committee. A number of outlying towns are calling on the committee to aid them in solving their problems—the planning of highway programs, the development of parks, parkways and playgrounds, the preparation of zoning ordinances, the creation of planning and zoning commissions and other similar projects.

HOWARD STRONG, *Director*

Committee on Regional Plan for the Philadelphia Metropolitan District.

KANSAS STATE LEAGUE PROMOTES CITY PLANNING AND ZONING

Authority to zone was granted by the 1925 legislature of the State of Kansas to cities of two thousand population or more. All the cities have authority to plan their areas and regulate the planning of areas outside and adjacent to the city limits.

The League of Kansas Municipalities, an organization of three hundred of the cities of Kansas, has been promoting the passage of this legislation. This organization of cities now maintains a municipal service bureau in connection with the Municipal Reference Bureau of the University of Kansas.

In addition to a staff of four consultants, the League has employed Mr. Harold D. Smith, B.S. '23 of Kansas, who now also holds a degree of Master of Arts in Municipal Administration from the University of Michigan, to assist in general with the municipal consulting work which is carried on by the League, and to be a special assistant to the cities and city planning commissions desiring to plan or

zone their city areas. It is not the purpose of the League to take the place of a city planning consultant; but to promote city planning and to give city officials and city planning commissions the fundamental instructions to help them organize for their work.

Mr. Smith is also an assistant-secretary of The International City Managers' Association, which has offices in connection with the Municipal Reference Bureau of the University, the League of Kansas Municipalities and The Association of American Municipal Organizations, all of which are under the direction of an Executive Secretary.

The activities of these various municipal organizations are developing into a general municipal service bureau, in connection with which there is maintained a large municipal library, where *Kansas Municipalities*, a monthly state municipal magazine, is published together with *City Manager Magazine*, a monthly international publication, devoted exclusively to city administration and the city manager profession.

JOHN G. STUTZ, *Executive Secretary*.

PLANNING ADMINISTRATION IN ROCHESTER, NEW YORK

I believe that the City Planning Commission or Bureau should be directly connected with the Department of Engineering in a city. While I do not advocate our plan for other cities, I believe it is the best plan for our city.

We believe in the idea of single-headed departments, rather than Boards or Commissions. The City Planning organization here is a Bureau in the Department of Engineering. The head of this Bureau is the Superintendent, having more authority than is usually given to Commissions in other cities. He works in active coöperation with the other branches of the Department of Engineering. This makes for both efficiency and economy. The Advisory Board, composed of four citizens appointed by the Mayor for different terms, together with the Corporation Counsel, constitute a continuing body with power directly from the State Legislature.

While I am in entire sympathy with the proposition for the creation of Boards of Appeals, I believe in our case such an additional Board is unnecessary. Our Advisory Board has more power than is usually given to a Board of Appeals. This Board, together with the Superintendent, may make changes in the zones from time to time, as circumstances may require. It may also make all modifications and exceptions authorized by a Board of Appeals. As a matter of fact, the larger portion of the time of every session of the Board is taken up with consideration of such matters as would come to a Board of Appeals. Exceptions for the location and operation of gasoline stations in Commercial and Residential districts receive the consideration of the Board, when brought to its attention by the Superintendent, or when a property owner is aggrieved by the refusal of the Superintendent to grant such an exception. As a result the character of these stations has been materially improved during the last five years.

EDWIN A. FISHER,

Consulting Engineer to the City of Rochester.

NEW FEATURE IN DENVER ZONING ORDINANCE

The zoning ordinance of Denver, approved February 10, 1925, takes advanced ground in requiring that adequate loading space for trucks shall be provided on the lot in connection with warehouses and commercial buildings hereafter erected.

Alleys 16 feet in width are general throughout the central commercial district of Denver, and in fact throughout the residential sections as well. A 16-foot alley is too narrow to permit a free movement of traffic in both directions, but will serve for one-way movement if a lane ten feet in width can be kept open for moving trucks. If however a truck stops for loading or unloading on one side of the 16-foot alley, even one-way traffic will be impeded and in some cases entirely blocked; and if two trucks stop within 40 feet of each other on opposite sides of the alley, all movement is blocked. At present such blockades are frequent. They are probably due as much to the use of the alley space for the storage of trucks and automobiles as to its more essential use as a temporary loading space for trucks serving the adjacent buildings.

A few owners have provided loading space on their own property adjacent to the alley. This is sometimes provided within the building in a recessed area at the alley level. Trucks back into this loading space from the alley. The new ordinance requires a loading space in such a recessed area unless provided elsewhere on the lot. In a commercial "A", "B" or "C" district every building erected on an interior lot and extending back to an alley shall provide on such lot adequate space for the loading and unloading of trucks and commercial vehicles serving such building. Such loading space unless adequately provided for shall include a recessed space 14 feet in height and 18 feet in depth back from the alley line along one-half of the alley frontage of the lot. Such loading space requirement may be modified or waived by the board of adjustment in the case of a bank, assembly hall or other building of limited space requirements.

ROBERT WHITTEN

City Planning Consultant, New York.

ZONING PROCEDURE IN BUFFALO

On April 1, 1925, the City Planning Committee of The Council submitted to The Council of the City of Buffalo a preliminary draft of the proposed Zoning Ordinance.

During the month of April nearly 200 endorsements of the principles and form of the Ordinance were received from various clubs and associations. On April 30th a public hearing was held by The Council with respect to said principles and form of the Ordinance, which were duly approved, there having been a few suggestions presented with the recommendation that they be incorporated in the Ordinance by the City Planning Committee. This latter body, by the way, exists in an advisory capacity to The Council.

The Zone Maps to accompany this Ordinance, forming an integral part thereof, were purposely held in abeyance at this time for later presentation to local or group hearings for reaction as to the application of the principles of the Ordinance. This

procedure was deemed advisable in order to avoid confusion in the discussion of the principles and the application of the same.

Eighteen of these local or group hearings have been held in the neighborhood public schools and endorsements of the application of the principles of the Ordinance as expressed through the maps have been passed at these meetings.

After such amendments to these maps have been made, as prompted by the hearings and endorsements, by the City Planning Committee, a final public hearing will be held for the purpose of adopting the Zoning Ordinance in its entirety, including the principles and the form and the accompanying maps.

The local or group hearings have been widely advertised through the newspapers and through the medium of hand circulars distributed by the school children of the several districts.

There are 57 Zone Maps which have been combined into 18 group maps.

So far there has not been as large a public attendance at these group hearings as was anticipated. Two hearings are held nightly in different parts of the city. The absence of the public in large numbers on these occasions has led to the conclusion that the Ordinance is generally acceptable, as attested by the strong endorsement of the principles and form of the Ordinance as heretofore mentioned.

HARRY J. MARCH

Executive and Engineer, City Planning Committee of the Council.

OFFICIAL COMPREHENSIVE PLAN OF CINCINNATI, OHIO

On April 16, Cincinnati officially adopted a Comprehensive City Plan, not only for the city, but for the area three miles outside as well. This is the first complete city plan to be officially adopted by any larger city in the country.

The Plan is the result of three years of continuous work on the part of the City Planning Commission and its consultants, the Technical Advisory Corporation of New York; furthermore, every city department and every public utility affected by the Plan has collaborated in its preparation and concurs in its conclusions. The cost of executing the Plan is distributed over fifty years, with no more than a normal proportion of it payable in any one year. The Plan is distinctly a citizens' plan, as it was initiated and largely paid for by the United City Planning Committee, which is composed of representatives of about thirty of the leading organizations of the city.

CAMPBELL SCOTT

President, Technical Advisory Corporation.

A PROPOSAL FROM FRANCE

CITY PLANNING has received from M. Benôit-Lévy of Paris the text (in French) of the tentative program of a new proposed "Association Internationale de l'Aménagement du Monde". In this issue of the magazine our readers find a carefully thought out scheme for a national plan. It may be supposed that the next logical step beyond city, regional, state and national planning will be a proposal providing for a world plan, even although as yet theoretical, since community of need is not an adequate basis for realization of planning unless there is also unity of organization among the political entities concerned.

INSTITUTE NEWS

Conducted by FLAVEL SHURTLEFF, Secretary

THE INTERNATIONAL CITY AND REGIONAL PLANNING CONFERENCE

Held in

NEW YORK CITY, April 20th to 24th, 1925

The thing that impressed me most about the recent International City Planning Congress in New York was the fact that, despite the many attractions of New York City, every day at every one of the three sessions and even although the sessions lasted three hours, the large hall was always full of attentive listeners. There were mayors and other city officials and representatives of planning commissions from several hundred cities and towns scattered through thirty-four states, and in addition there were one hundred and four delegates from twenty-four foreign countries.

Better still, there was a lot of new blood at the conference. People who had never attended a planning conference before. Leading architects, realtors and lawyers took a much more active part in the Convention than they have previously.

The discussion, too, was more varied than it has been before, and in addition it had the advantage of the quite new points of view brought by the many foreigners.

The character of the papers presented and the discussions reflected as it never has before the very worth while work that has been done during the last year in the five or six meetings of the American City Planning Institute. In fact it was agreed by all that many more worth while new ideas were brought out in the papers and discussions of this conference than in any previous conference.

All thought of the Conference centered around Regional and, to a certain degree, around State and even National Planning, as it appeared to be generally agreed that planning must extend beyond the corporate limits of the individual municipality.

The most unique contribution to the Congress was the illuminating presentation of the Garden City idea by its founders, Mr. Ebenezer Howard, Mr. Raymond Unwin, Mr. C. E. Purdom, Mr. George Pepler and others. The general feeling was that there was much in the idea that was applicable to American conditions, but that its adaptation would require a considerable change in methods.

The automobile trip on Saturday, April 18th, through the Interstate Park System and back through Westchester County Park System, the hospitality of Mrs. Harold Pratt, who on Sunday 19th, showed the delegates her own and many other charming Long Island gardens, the spectacular trip by boat around the island of Manhattan, the most instructive housing trip on April 24th, visiting the Sunny-

side housing group, the Metropolitan Life group, Jackson Heights and Forest Hills Gardens, were much appreciated by all.

The foreign contribution to the International Conference was particularly worth while. An entirely new note was struck by Sverre Pedersen of Norway in the emphasis laid upon the need of considering the effect of a community as a whole in its relation to its topography and surroundings. He showed how a city planner can paint a picture with his town by considering the proper relative location of his buildings and by the proper control in the height, size, distribution, material and color of the various buildings and structures in the town.

Mr. Keppler of Holland was the first to call our attention to the fact that although the foreigners were greatly impressed by our American architecture and the appearance of our American cities, nevertheless they were surprised to find in this new country, with all its energy and progressiveness, that the architectural appearance of the communities is almost without exception conservative, classic and almost reactionary in character. They had hoped to find that we had evolved new architectural forms and new ways of expressing the new world personality of our Communities.

The most outstanding European accomplishment is probably the work which has been done by Dr. Schmidt and his associates in the regional planning of the whole Ruhr district. The three hundred or more municipalities throughout this region of 1500 square miles with a total population of over 4,000,000 people have formed a regional planning parliament which has made and is carrying out a regional plan of the whole district and is pro-rating the cost of it over the municipalities affected. Over 20% of the area is being set aside for open grounds and reservations. Land is set aside definitely for a complete thoroughfare and railroad system and appropriate areas have also been reserved exclusively for industrial development. All of these reservations are made without compensation under what corresponds to our police power.

Great Britain has had a very wide experience with what is called in the United States "Excess Condemnation", and so it was most fitting that Mr. I. G. Gibbon of the British Ministry of Health should present in detail the facts with regard to British experience. He proves that "Excess Condemnation" is eminently practicable in many cases but not in all.

Mr. E. M. Bassett's daily round tables on Zoning and his illuminating personally conducted trips to study the effect of zoning on the growth of Flatbush, and the interesting transportation round tables of Mr. Bibbins proved of the greatest value in the new experience which they presented.

Another contribution was that of the practical application of aviation in city and regional planning as brought so effectively by Major Hensley of the United States Army, Aviation Service.

The thing that is most frequently asked by the layman is how city planning is working out in practice, and that question was answered in a most interesting manner to packed audiences on two evenings by descriptions of how city plans are being carried out in five or six different cities.

In general the most promising feature of the conference and the one that means the most to the future of city and regional planning is the exceptional spirit of coöperation that was shown by all. For everyone gave of his best to the common cause and all showed an ardent desire to work together to the common end of making our communities and the intervening areas better places to live in.

GEORGE B. FORD.

AFTER-CONFERENCE TOUR

Forty of the delegates from other countries visited Washington, Philadelphia, Baltimore, Pittsburg, Chicago, Detroit, Buffalo, and Montreal studying, as the guests of the local planning commissions in each city, the matters of outstanding planning interest.

DETROIT MEETING OF THE INSTITUTE

It is the desire of the Governing Board of the American City Planning Institute to increase the number of institutes so that in each year there will be two or possibly three meetings besides the annual meeting which is held at the same time as the National Conference on City Planning. The first meeting in the new Institute year 1925-26 will be at Detroit on Tuesday and Wednesday, June 23d and 24th. The National Association of Real Estate Boards will be in session on the 23d, 24th, and 25th of June, and one of the purposes of the Institute is to secure a closer relationship with the real estate profession and particularly with the subdividers.

The general subject of the Institute sessions will be Subdivisions and Zoning. There will be two morning sessions, one for Institute members and one when members of planning boards will be invited to present their problems. Two evening sessions will probably also be arranged, one with 40 or 50 of the outstanding real estate subdividers and one when the opponents of zoning will be given a hearing with a view to meeting their objections.

F. S.

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Henry V. Hubbard, Robinson Hall, Cambridge, Mass.

Noulan Cauchon, Ottawa, Can.

Nathan W. MacChesney, 30 North La Salle Street, Chicago, Ill.

ZONING ROUNDTABLE

Conducted by EDWARD M. BASSETT

THE REMARKABLE ADAPTABILITY OF MODERN ZONING

The safeguard of the board of appeals in zoning was introduced to prevent the harshness of the application of the strict map provision to the exceptional situation. The board is supposed to extract the arbitrariness and to issue a proper permit as a variance. As the board may issue or deny the variance in its discretion, it may impose as a condition of the permit suitable requirements for protecting the surroundings. More variances are probably now granted with conditions than without. These conditional requirements accompanying variances produce remarkable results,—results that could not possibly be attained by the comparatively broad regulations of the ordinance itself.

A street on the edge of the business district was built up with apartment houses before zoning, with here and there a tailor shop or millinery store. It was properly zoned as residential. A piano concern bought a parcel of land running through from a business street to the street in question and consequently divided so that half was business and half residential. The board of appeals allowed a variance with conditions that only offices connected with the merchandising of pianos could front the residence street and that there should be no doors for loading trucks on the residence street. If the legislative body had changed the residence street to business, it would have thrown open the street to an invasion of all kinds of business,—butcher shops, grocery stores and warehouses. Instead of this the variance protected a street of established homes.

New public garages extending from a business district into a residence district are usually permitted, if permitted at all, by a variance on condition that the side and rear walls in the residence district shall not be pierced with either windows or doors. Sometimes face-brick construction is required.

Recently in Manhattan the board of appeals, in passing on a demand for a business permit on the border of a residence district, allowed a variance on the condition that the first floor could be used only for banking and the upper floors for residence. This plan kept out the kinds of business that would injure the surrounding home use.

Two stores were in a residence district before zoning, with a vacant lot between. The owner of the vacant lot applied for a change of the lot from residence to business on the use map. This was denied by the council. He then obtained from the board of appeals a variance on condition that the new store to be erected between the two non-conforming stores should be used only for the merchandising of dry goods at retail. This suited the owner, and protected the residential street from the sale of food products and the extension of harmful kinds of business.

Nearly every variance affords its own appropriate method of protecting its surroundings. All that the applicant usually wants is a chance to erect some structure that will earn a fair return and he is glad to accept reasonable protective conditions.

E.M.B.

WHAT IS CITY PLANNING?

City planning is the determination by public authority of the legal quality of land areas for the purpose of adapting their use to community needs.

Some will say this is an absurd definition. Let us look into it. Here is an allegory about a city.

A great city was devastated by an earthquake and fire. No building, public or private, was left standing. The pavements of the streets were broken up or submerged. The subways and sewers were crumpled up and caved in. Nothing was left except the land where the city had been and the harbor that bordered the obliterated city.

They thought that all was lost. But the city engineer produced the map or plan of the streets and parks, and the zoning maps showing the different height, area and use districts, all drawn to scale and identifiable; the city architect produced the plats showing the sites of public buildings; transit engineers produced the routes of all railroads and subways; sewer and water supply engineers produced maps showing all pipe lines; and the harbor engineer handed in maps showing the pierhead and bulkhead lines and the locations of deep channels.

The people were only partly right when they said that all had been lost. All was lost except the city plan.

What did these maps, plats and diagrams show? They showed the boundaries of land areas impressed with different legal qualities. The public land had a different legal quality from the private land. The street different from the park. The park different from the public building site. The land beyond the bulkhead line different from the land within the bulkhead line. The land affected by a public utility route different from the land not so affected.

Even if the maps had been destroyed, the city plan would have been intact because the different land qualities were the same after the devastation as before.

And what sort of differences were shown? Not those made by agreements between individuals. They were in every case differences in the legal quality of land areas that had been impressed by public authority.

E.M.B.

LEGAL NOTES

Conducted by FRANK BACKUS WILLIAMS

ZONING DECISIONS

DURING the first six months of the present year five notable decisions with regard to zoning have been rendered by the courts of this country, three of which are in favor of and two of which are against the validity of zoning.

In *Goldman v. Crowther*, *Inspector of Buildings for Baltimore*,¹ the point actually decided by the highest court of Maryland was that the record in the court below was unsatisfactory, but the dictum of the court to the effect that the use provisions of the Baltimore ordinance excluding business from a residential district are not legitimate police regulations is emphatic, and will without doubt settle the law of Maryland on this point unless the court change their opinion. The chief justice dissented in an able opinion, in which one other judge joined.

There is hope in the fact that the court take occasion to say that in the case as presented, no sufficient considerations of public welfare, security, health or morals appear, to them, to justify the use of the police power. It is thus left open to the defenders of use zoning in Maryland, in this case or some other, to produce arguments or evidence showing this relation.

In *City of Aurora v. Burns*,² the decision which imperils zoning in Illinois turns upon a point peculiar to the Illinois constitution. Under the zoning ordinance of Aurora the erection and use of business structures was forbidden in residential districts. The Illinois constitution³ provides that no "local or special" law granting any special or exclusive privilege, immunity or franchise shall be enacted. There were, at the time the ordinance was passed, business structures in residential districts which were allowed to remain and be used as such; for to do otherwise would be unreasonable and therefore unconstitutional. The case holds that the exemption of these non-conforming structures was in effect a granting of a forbidden privilege or immunity. It would seem that on the same reasoning all the building ordinances and laws and ordinances creating fire limits are invalid. In other states, almost without exception—as for instance New York⁴—it is the passing of a "private or local" law granting a special or exclusive privilege or immunity, that is forbidden; which is quite another thing. In the re-hearing which has been granted, no doubt these considerations will be presented to the Court.

In California, in two important cases⁵ the highest court has established zoning,

¹128 Atlantic 50.

²Not yet reported.

³Article 4, Section 22.

⁴Article III, Section 18.

⁵*Miller v. Board of Public Works of Los Angeles*, 234 Pac. Rep. 381; *Zahn and Ross v. Same*, 234 Pac. Rep. 388.

including different classes of residential districts, upon a firm basis, reversing lower courts for the purpose. In New Jersey also, where to many people, since the well known Nutley case¹ the situation seemed hopeless, there are indications that zoning may be feasible without a constitutional amendment. The reader will remember that, prior to 1924, there was in New Jersey a tangle of statutes passed for the purpose of enabling the various municipalities of the state to enact zoning ordinances; none of which provided adequately for local boards of appeal to eliminate exceptional cases of hardship and injustice. In 1924 a law applying to all the municipalities of the state and repealing the previous statutes was passed, following in the main the model law drafted by the Department of Commerce at Washington. This law provides adequately for boards of appeal; and it now seems entirely possible, in the light of a recent case, that it and the ordinances passed under it will be upheld by the highest court in New Jersey when a case bringing the question before it in proper form, reaches it.

Eaton v. City of Newark in the Supreme Court² was mandamus to compel the issuance of a permit to erect thirty-two garages, housing one automobile each, in a district where such structures were excluded. A board of adjustment existed in Newark, but the relator had not made application to it for relief. The court held that the relator must apply to this board, exhausting the remedies through such agencies as the legislature had set up for the purpose, before applying for allowance of the discretionary writ of mandamus.

EXCESS CONDEMNATION

The principal subject for discussion at the session of the City Planning Division of the American Society of Civil Engineers, held in New York City last January, was excess condemnation³. The reader will remember that it was in this country, in the early part of the last century, that excess condemnation was first employed to any considerable extent; that adverse court decisions forced it out of use, and that a revival of interest in it, at the beginning of this century, resulted in a considerable body of legislation authorizing the exercise of this power. There has been a general impression, which former investigations⁴ tend rather to confirm than to dissipate, that this legislation has led to few if any practical results. The discussion at the meeting of the Society of Engineers indicated that, of late, cities having this power were, to some extent at least, availing themselves of it. Excess condemnation may be resorted to both as a method of recouping a part of the cost

¹Ignaciunas v. Risley, 95 N. J. Law Rep. 712 (1923).

²January Term, 1925. There is, in New Jersey, above the Supreme Court, the Court of Errors and Appeals.

³The following papers on the subject were presented at that time: The present Status of Excess Condemnation in the United States, by Frank Backus Williams, New York City; Excess Condemnation in Massachusetts by Frederic H. Fay, Boston, Mass.; The Use of Excess Condemnation in the Opening, Widening and Extension of Streets, by Arthur L. Vedder, Rochester, New York; The Need and Scope of Excess Condemnation by Charles W. Leavitt, New York City.

⁴Excess Condemnation, a Report of the Committee on Taxation of the City of New York, with a Report prepared by Herbert S. Swan for the National Municipal League, New York 1915; Excess Condemnation by Robert Eugene Cushman, New York, D. Appleton and Company, 1917.

of the improvement from the owners of neighboring land benefitting by it and as a means of planning that land, so that it and the improvement may be advantageously employed for the common purpose. While as a method of recouplement there are alternatives in this country, as a means of planning the nearby land there is no substitute. An accurate and complete knowledge of the cases brought down to date in which excess condemnation had been employed might well prove to be of great service to city planning in this country.¹

PLANNING THE UNBUILT AREAS

In so far as we have in this country made contributions of value to city planning, it has been in the main, in the planning of built up areas—as, for instance in zoning; but in the planning of the undeveloped areas we are conspicuously weak. This is the portion of the field in which foreign countries, especially England, are strong; and this strength consists in a flexibility which their law and practice permits and which they employ with such success.

A model statute drafted by Edward M. Bassett, Esq., Director of the Legal Division of the Regional Plan of New York and Its Environs, is an attempt to attain under our laws and in accordance with our customs and institutions, some measure of the flexibility in the laying out of unbuilt areas which is secured in foreign planning. And to the writer the attempt seems entirely successful.

The statute, with comments and annotations, is contained in a pamphlet recently issued by the Regional Plan of New York; and cannot better be summarized than by the following quotation from the foreword:

This proposed statute is permissive. If passed, any municipality, large or small, can take advantage of its methods and procedure. It assumes:

- (1) That the local legislative body should establish new main thoroughfares and large parks, after receiving a report from a Planning Board.
- (2) That such legislative body should have the power to establish all streets and parks, whether large or small, but that the platting of subdivisions can more effectively be left to coöperation between a Planning Board and the land owner.
- (3) That plats of residential subdivisions should set aside small parks for recreation puposes.
- (4) That the streets shown on the official map or plan of the municipality should be protected against structures in their beds pending condemnation or cession.
- (5) That in approving plats a Planning Board should have the power to change the zoning of the land shown on the plat.
- (6) That in approving plats a Planning Board should have the power to overload certain designated lots shown on the plat so long as the average requirements of the districts as shown on the official zoning map are fulfilled.

¹The Regional Plan of New York and Its Environs, 130 East 22d St., New York City, is collecting the data on this subject. Information with regard to any cases of excess taking at any time in any part of the United States will be gratefully received. Communications may be addressed to the Editor of these notes, at the above address.

- (7) That only in exceptional cases, properly provided for, should permits be granted for buildings on lots not abutting on a street shown on the official map or plan.

To comply with constitutional requirements:

- (1) No owner is compelled to dedicate the land within a mapped street or park.
- (2) No owner is prevented from erecting a structure in the bed of a mapped street, but if he does so he must do it under reasonable regulations.

To protect property rights, to establish safe procedure and to secure the oversight of the courts in proper cases:

- (1) The approval or disapproval of a plat by a Planning Board, inasmuch as it is a discretionary administrative act, is subject to court review.
- (2) The decision of a Board of Appeals to issue or refuse a building permit for a structure in the bed of a mapped street, or for a structure on a lot not abutting on a mapped street, inasmuch as it is a discretionary administrative act, is subject to court review.

F.B.W.

BOOK REVIEWS & BOOK LISTS

Conducted by THEODORA KIMBALL HUBBARD

SOME RECENT REFERENCES TO ARGUMENTS FOR ZONING*

Compiled by KATHERINE MCNAMARA, Librarian, Harvard University,
School of Landscape Architecture

ADAMS, THOMAS.

Objections to zoning considered. (*In National Municipal Review*, Feb. 1925, vol. 14, p. 74-77.)

Answer to William P. Gest's address against zoning in Philadelphia.

ALLEN, ALBERT P.

The influence of zoning on the design of a telephone plant. (*In American Society of Civil Engineers, Proceedings*, Feb. 1925, vol. 51, p. 232-241; with maps.)

BALL, CHARLES B.

The health value of city zoning. (*In National Real Estate Journal*, Apr. 10, 1922, vol. 23, no. 8, p. 20-25; with photos and tables.)

Rewritten from an address before the American Public Health Association, New York.

BARTHOLOMEW, HARLAND.

Area zoning. (*In American Society of Civil Engineers, Proceedings*, Feb. 1925, vol. 51, p. 172-177.)

BASSETT, EDWARD M.

Fundamentals of American zoning with special reference to the vital importance of court review. 1925. 16 p.

Paper presented at National Conference on City Planning, New York, 1925.

Zoning. New York, National Municipal League, 1922. (Technical pamphlet series no. 5. p. 315-341.)

"A compact but complete handbook of Zoning covering the story of the spread of this movement, the reasons for zoning, the experiences of the various zoned cities, the correct principles and best practice, the legal pitfalls and a selected list of references. The author was Chairman of the first of all the Zoning Commissions (N.Y.C.)."

* For earlier references see U. S. Department of Commerce Bibliography, prepared by Theodora Kimball, 1922.

BASSETT (Continued)

Zoning practice in the New York region. New York, Regional Plan of New York and its Environs, 1924. Pub. no. 9. 47 p.

"Comprising a series of aids to the practice of zoning, a statement regarding the application of zoning in New York City, and a state enabling act with annotations."

Zoning roundtable. (*In each issue of CITY PLANNING quarterly.*)

[Statement to Mr. Hartman on] Important zoning decisions in Massachusetts. (*In National Municipal Review*, Feb. 1925, vol. 14, p. 120.)

BATES, FRANK GREENE.

City planning and zoning. Bloomington, Ind., Published as Bulletin of the Extension Division, Indiana University, June 1923, vol. 8, no. 10. 8 p.

Contains section on advantages of zoning.

BIBBINS, J. ROWLAND.

The influence of zoning on the design of transportation services. (*In American Society of Civil Engineers, Proceedings*, Feb. 1925, vol. 51, p. 247-257; with diagrams, tables and folded map.)

BOSTROM, CHARLES.

Economy, the fundamental principle of zoning: Charles Bostrom, building commissioner of the City of Chicago, outlines the principles and problems of zoning—zoning increases and stabilizes property values—huge economic waste because of buildings being improperly located—basic regulations—The Chicago plan. (*In National Real Estate Journal*, Nov. 20, 1922, vol. 23, no. 24, p. 37-38.)

BREWER, C. E.

The influence of zoning on the design of public recreation facilities. (*In American Society of Civil Engineers, Proceedings*, Feb. 1925, vol. 51, p. 242-246.)

Zoning as affecting distribution and location of playgrounds, etc.

CAUCHON, NOULAN.

Zoning: its financial value. (*In Journal of the Town Planning Institute of Canada*, May 1923, vol. 2, p. 11.)

COMEY, ARTHUR C.

The value of zoning to business. (*In Current Affairs*, Boston, Feb. 12, 1923, vol. 13, no. 39, p. 6-7; with photos.)

Also reprinted separately.

CORBETT, HARVEY W.

What the architect thinks of zoning. (*In National Housing Association, Housing Problems in America, 1923, vol. 9, p. 238-252; with discussion by George B. Ford, p. 353-355.*)

CRANE, JACOB L., JR.

Height limitations in zoning. (*In American Society of Civil Engineers, Proceedings, Feb. 1925, vol. 51, p. 194-206.*)

Contains sections: fire hazard; congestions on streets and in public conveyances; light and air; spreading the business area; architectural effect.

CREE, J. W.

What one realtor thinks of zoning. (*In National Housing Association, Housing Problems in America, 1923, vol. 9, p. 253-257; with discussion by Jesse S. Bell, p. 356-359.*)

Paper also reprinted in *National Municipal Review*, May 1924, vol. 13, p. 277-279.

EDIE, GEORGE S.

What the banker thinks of zoning. (*In National Housing Association, Housing Problems in America, 1923, vol. 9, p. 225-232; with discussion by Bernard J. Newman, p. 341-349.*)

Paper also reprinted in *National Municipal Review*, May 1924, vol. 13, p. 274-277.

ENNIS, WILLIAM D.

The attitude of the zoning ordinance toward industry. (*In National Real Estate Journal, Jan. 1, 1923, vol. 24, no. 1, p. 11-13.*)

FERRISS, HUGH.

The new architecture. (*In New York Times book review and magazine, Mar. 19, 1922, p. 8-9, 27; with drawings.*)

Esthetic and architectural advantages of zoning to New York City.

FISHER, CHARLES F.

Zoning as a traffic safety measure: creation of blind corners prevented by special provision for "vision clearance". (*In American City, Feb. 1924, vol. 30, p. 144-145.*)

Zoning method of city development: does not discriminate against any type of building: insures certainty as to future development of a district: protects owner's investment against loss through location of inappropriate buildings nearby: home ownership promoted: (*In National Real Estate Journal, Sept. 10, 1923, vol. 24, no. 19, p. 20-22.*)

FISHER, EDWIN A.

Zoning for use. (*In American Society of Civil Engineers, Proceedings, vol. 51, Feb. 1925, p. 165-171.*)

Description of methods and accomplishments of zoning for use in the City of Rochester.

GOODRICH, ERNEST P.

The influence of zoning on high buildings and street traffic: the relation of building bulk to street traffic. 1925. 47 p.

Paper presented at National Conference on City Planning, New York, 1925.

What the city engineer thinks of zoning. (*In* National Housing Association, *Housing Problems in America*, 1923, vol. 9, p. 233-237; with discussion by Morris Knowles, p. 350-352.)

HALDEMAN, B. ANTRIM.

The relation of zoning to the housing problem. (*In* American Society of Civil Engineers, *Proceedings*, Feb. 1922, vol. 48, p. 213-218.)

HANSEN, PAUL.

The relation of zoning to the design of drainage and sewerage systems. (*In* American Society of Civil Engineers, *Proceedings*, Feb. 1925, vol. 51, p. 220-223; with diagrams.)

IHLDER, JOHN.

City zoning is sound business. Pub. by The Chamber of Commerce of the United States. 4 p.

Reprinted from *Nation's Business*, Nov. 1922.

Does zoning pay? Why zone our town?

Two pamphlets published by The Chamber of Commerce of the United States.

KNOWLES, MORRIS.

The purpose of zoning ordinances and methods of administration. (*In* American Society of Civil Engineers, *Proceedings*, Feb. 1925, vol. 51, p. 178-193.)

Includes statistics of increase of building permits in Pittsburg before and after passage of zoning ordinance.

Zoning: its progress and application. (*In* American Society of Civil Engineers, *Proceedings*, Apr. 1923, vol. 49, p. 713-728; with discussion.)

McFARLAND, J. HORACE.

The need for suburban zoning: a statement of a problem faced by every citizen who looks to the future of his home. (*In* *House and Garden*, July 1924, vol. 46, p. 54.)

MILLER, WESLEY C., JR.

Land values increased by restrictions. (*In* *American City*, Oct. 1924, p. 378-379; with chart.)

Berkeley, Calif., cited as example.

NICHOLS, CHARLES M., Compiler.

Studies on building height limitations in large cities, with special reference to conditions in Chicago: Proceedings of an investigation of building height limitations conducted under the auspices of the zoning committee of the Chicago Real Estate Board. Chicago, The Board, 1923. 299 p.

Includes papers by Charles B. Ball, Harland Bartholomew, Edward M. Bassett, Arthur C. Comey, George B. Ford, and others.

NICHOLS, J. C.

The responsibilities of realtors in city planning. (*In CITY PLANNING*, Apr. 1925, vol. 1, esp. p. 36.)

ORTON, LAWRENCE M.

Zoning and platting supervision as fundamentals to city planning. (*In American City*, Mar. 1925, vol. 32, p. 301-303, with map.)

Contains brief section on "greater stability in city growth".

PHILLIPS, T. GLENN.

The influence of zoning on the design of the street system. (*In American Society of Civil Engineers, Proceedings*, Feb. 1925, vol. 51, p. 224-231.)

PIRNIE, H. MALCOLM.

Zoning and water supply. (*In American Society of Civil Engineers, Proceedings*, Feb. 1925, vol. 51, p. 258-261.)

PURDY, LAWSON.

What the citizen thinks of zoning. (*In National Housing Association, Housing Problems in America*, 1923, vol. 9, p. 217-224; with discussion by James S. Taylor, p. 337-340.)

PURDY, LAWSON, B. ANTRIM HALDEMAN, M. B. MEDARY, JR.

Zoning in its relation to city development. (*In Engineers and Engineering*, Oct. 1922, vol. 39, p. 352-361.)

Addresses before a joint meeting of the members of the Engineers' Club and the Philadelphia Sections of the American Society of Civil Engineers, American Society of Mechanical Engineers, Illuminating Engineering Society and The Society of Municipal Engineers, March 6, 1922.

SHERIDAN, LAWRENCE V.

Front yard and building lines. 1925. 7 p.

Paper written in collaboration with J. Clyde Hoffman and presented at National Conference on City Planning, New York, 1925.

STAHL, CHARLES J.

City zoning of street lighting: street-lighting improvements should be carried out under comprehensive programs coördinated with city zoning plans. (*In American City*, Oct. 1923, vol. 29, p. 359-363; with photo.)

TECHNICAL ADVISORY CORPORATION.

The argument for zoning. New York, The Corporation, 1924. 15 mimeographed pages.

THINGS Zoning Does Do. (Also list: Things zoning does not do.) (*In City Facts*, Buffalo, Nov. 1924, vol. 2, no. 4, p. 5.)

Reprinted from "Zoning and its application to Detroit".

A THOUSAND Miles of New Street Lights. St. Louis establishes complete plans for street lighting and saves money at the same time. (*In American City*, Feb. 1924, p. 137.)

Street lighting system based on zone plan. From an article by Rolf Toensfeldt, in the *Electrical World*.

U. S. DEPARTMENT OF COMMERCE.

A zoning primer, by the Advisory Committee on Zoning appointed by Secretary Hoover. Washington, Govt. printing office, 1922. 7 p. illus.

See also Standard State Zoning Enabling Act.

WALLIS, ROLLAND S.

Zoning for cities and towns. Ames, Iowa, Iowa State College of Agriculture and Mechanic Arts, May 10, 1922, vol. 20, no. 19. (*Engineering Extension Dept. bulletin no. 52.*)

"Advantages of zoning" p. 8-10.

WHIPPLE, GEORGE C.

Zoning and health. (*In American Society of Civil Engineers, Proceedings*, Feb. 1925, vol. 51, p. 154-164.)

Called the most important argument for zoning yet published.

WHITTEN, ROBERT.

Housing density regulation. (*In American Society of Civil Engineers. Proceedings*, Feb. 1925, vol. 51, p. 207-213.)

Principles of zoning. (*In Municipal Facts*, Denver, May-June 1924, vol. 7, no. 5-6, p. 16-17.)

WILLIAMS, FRANK B.

Zoning notes. (*In each issue of American City*, beginning with the June 1923 issue.)

Contains court decisions and notes.

Legal Notes. (*In each issue of CITY PLANNING quarterly.*)

Includes comments on zoning decisions.

BOOK REVIEWS

THE ART OF TOWN PLANNING. By Henry Vaughan Lanchester. New York. [Printed in Great Britain], Charles Scribner's Sons, 1925. 244 pages. Plates. $9\frac{1}{4}$ x 6 inches. (Universal Art Series.) Price \$7.50.

Perhaps a more exact title for this work would be "An Historical Account of Town Planning interpreted as a Background for Future Civic Art". Almost half the volume is devoted to history preliminary to a second part called "the Present Day". Many well-chosen and well-reproduced pictures and plans help the reader along with the none too easy text. Unfortunately for the comprehension of his philosophy, Mr. Lanchester's style lacks the charm which characterizes Mr. Unwin's "Town Planning in Practice" to which Mr. Lanchester pays a handsome tribute in his own chapter on Modern Practice.

For the American student this new book by an honored member of the British Town Planning Institute perhaps adds little to the works already available. Large libraries will have it, particularly as part of an Art Series in which town planning is accorded its due place. The ordinary student, however, will be contented with his Unwin, which still stands preeminent in revealing the art of town planning.

HOME SEWAGE DISPOSAL. By W. A. Hardenbergh. Philadelphia, J. B. Lippincott Company, 1924. Illus. 274 pages. $8\frac{1}{2}$ x $5\frac{3}{4}$ inches. Price \$3.50.

This book is written for those interested in the sanitation of those places not served with sewers, that is, for the great majority of the people of this country. It tells simply and forcibly how unregulated filth causes disease, and gives in careful detail, with dimensioned drawings and sufficient explanations, types of all the more important ways of sewage disposal for homes or small communities. The author bears constantly in mind the necessity of cheapness of installation and maintenance, and—equally important—the carelessness and ignorance of the average citizen, which often sets at naught the soundest theoretical schemes. A very valuable book, arranged to be easily used.

CHARLES ELIOT, Landscape Architect. [by Charles W. Eliot.] Cambridge, Harvard University Press, 1924. 770 pages. Illus., maps, portraits, etc. 9 x 6 inches. Price \$5.00.

For those who love to read biography and those who wish to study landscape architecture the reappearance of *Charles Eliot*, after long being out of print, is a great boon. In view of the present widespread interest in regional planning and regional parks, the book is particularly important, since it recounts the origins of Boston's Metropolitan Park System in the contemporary papers of the man who brought the system to pass. In fact, the latter half of the book is largely devoted to the acquisition and administration of the great outlying reservations, the potential

value of which Charles Eliot saw and made others see in 1892. Wholly aside from the practical use which the book may have to town planners, it should be read for the deep human pleasure offered by President-Emeritus Eliot's arrangement and interpretation of his son's papers.

BOOKS RECEIVED FOR REVIEW

THE LAW AND PRACTICE OF TOWN PLANNING, by Sidney Davey and Francis C. Minshull. London, Butterworth & Co., 1923.

TOWNS AND TOWN-PLANNING, ANCIENT AND MODERN, by T. Harold Hughes and E. A. G. Lamborn. Oxford, Clarendon Press, 1923.

BOOK NOTES

The AMERICAN CIVIC ASSOCIATION has just published a most useful reference pamphlet entitled "Municipal Planning, Park and Art Administration in American Cities", collated from replies to a questionnaire sent out by the Association. The larger part of the pamphlet is devoted to the information from cities having a population of over 30,000, arranged alphabetically; a second part is devoted to places having less than 30,000 inhabitants, also in alphabetical order. For each municipality the existence or absence of city plan, park, or art commission is noted, the dates of their establishment, their organization of staff, etc. Copies of this valuable pamphlet at fifty cents each may be obtained from the American Civic Association, Union Trust Building, Washington, D. C. (Series III, No. 1, published May 1, 1925.)

In connection with the City Planning Exhibition held in the Department of Fine Arts at the Carnegie Institute last March, the CARNEGIE LIBRARY OF PITTSBURGH published a bibliography of eight pages entitled "Books on City Planning". The books on the list were selected from a much larger number available, but they present a comprehensive view of the historical development of city planning, and its state at the present time. Most of the books are written by Americans for American conditions. Residents of Pittsburgh can secure a copy of the booklet free of charge at the Central Library, or by request at any of the branch libraries. A copy will be sent through the mail for five cents.

The 1925 Municipal Index, recently published by THE AMERICAN CITY, is full of useful information for municipal officials, public libraries, and students. Copies, at four dollars each, may be obtained from the American City office, 443 Fourth Avenue, New York City.

T.K.H.

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A new contribution to The Universal Art Series which should have its place in every city planning library. The author, past president of the British Town Planning Institute, presents a general retrospective view of the growth of towns, beginning with the ancient civilizations, and tracing the development through the Graeco-Roman and Mediaeval times to the Renaissance, and thence through the 18th century to the present time, with the idea that such a view is the very best basis for securing an insight into the problems of today. Following the historical introduction are seventeen chapters in which the author considers the future development of civic art in its many relations.

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Reprint from Proceedings of the National
Conference on City Planning, Springfield,
Mass., June, 1922. Pamphlet with illustra-
tions. 24 pp. 35 cents.

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CITY PLANNING PROGRAM.**

Reprint from Proceedings of the National
Conference on City Planning, Los Angeles,
Calif., May, 1924. 26 pp. 35 cents.

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Elements of a City Plan. Edited by John
Nolen. Illustrated. 447 pp. Published by
D. Appleton & Company, New York City.
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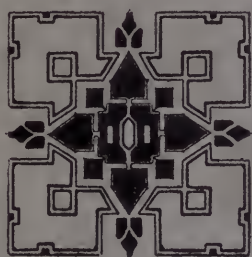
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No. 3

ARCHITECTURE AND CITY PLANNING

By ELIEL SAARINEN*

Architect, of Helsingfors, Finland

Visiting Head of the Architectural Department, University of Michigan

WHAT is the exact relation of architecture to City Planning and how shall the architects give their aid in the shaping of cities?

This question has often been discussed in professional journals and the answer to it seems, in many quarters, still far from clear.

But let us state, without delay, that the question is a product of our time. In the old days, there were no doubts as to the answer to this question, because then the shaping of cities was almost entirely in the hands of the architects. It was the architect, with his variety of forms, of buildings, sometimes of monumental grandeur, sometimes of picturesque combination, who created the beautiful cities which we admire and which bear witness to a highly developed art during days gone by. The buildings gave the city its appearance; the buildings, grouped around a temple, a cathedral, a palace or around the City Hall, formed a variety of pleasing perspectives; and even the fortresses on the outskirts of the city were also often works of high architectural value. Everywhere you see the works of the architect and of his creative spirit.

He was the builder of the city.

* * *

Industrialism and the development of new and different means of communication and transportation during the last centuries have re-

*Written for CITY PLANNING and translated under the direction of the Editors.

sulted in a transmigration of the people from the rural districts to the cities, until the cities no longer could accommodate the steady influx, and the suburbs were developed and populated. This overcrowding of our cities has given birth to innumerable problems that must be solved by those who care for the welfare of citizens and cities. These problems have not been solved with the same speed as that with which the cities have grown. Therefore, we now find ourselves facing new facts and new problems with which it is almost impossible to cope.

Parallel and in conjunction with these problems, the modern technique of City Building* has developed into a great science. The City land and the adjacent territory must be taken into consideration when planning for eventual needs in the future as to residences, mercantile and industrial plants, harbor and railroad facilities, and so on,—always with the purpose in view of removing all obstacles to the city's normal growth and expansion. Transportation facilities must be seen to, and the introduction of hygienic conditions through parks, playgrounds and a scientific installation of drainage and sewer systems. We see a large field for thorough work, in which men of different experiences and professions must gather and support a common leader who is responsible for the planning of the city. Engineers, health experts, landscape architects, jurists, architects—all must help with their special knowledge in order to establish enduring living conditions in our large cities. These are the circumstances which bring up the question which we have asked: Where does the architect of today stand in regard to the modern technique of City Building and how much shall he contribute towards the shaping of our cities?

The answer depends on the point of view from which we deal with the question.

As far as it concerns the arranging of the fundamental things in our cities in a practical and suitable way, without stress laid on the esthetic side, the answer must invariably be indefinite. It is often pointed out that the rapid growth of our cities necessarily causes con-

*Instead of "City Planning", which is misleading, I use the term "City Building" an expression which better lends itself to the three-dimensioned character of the city.

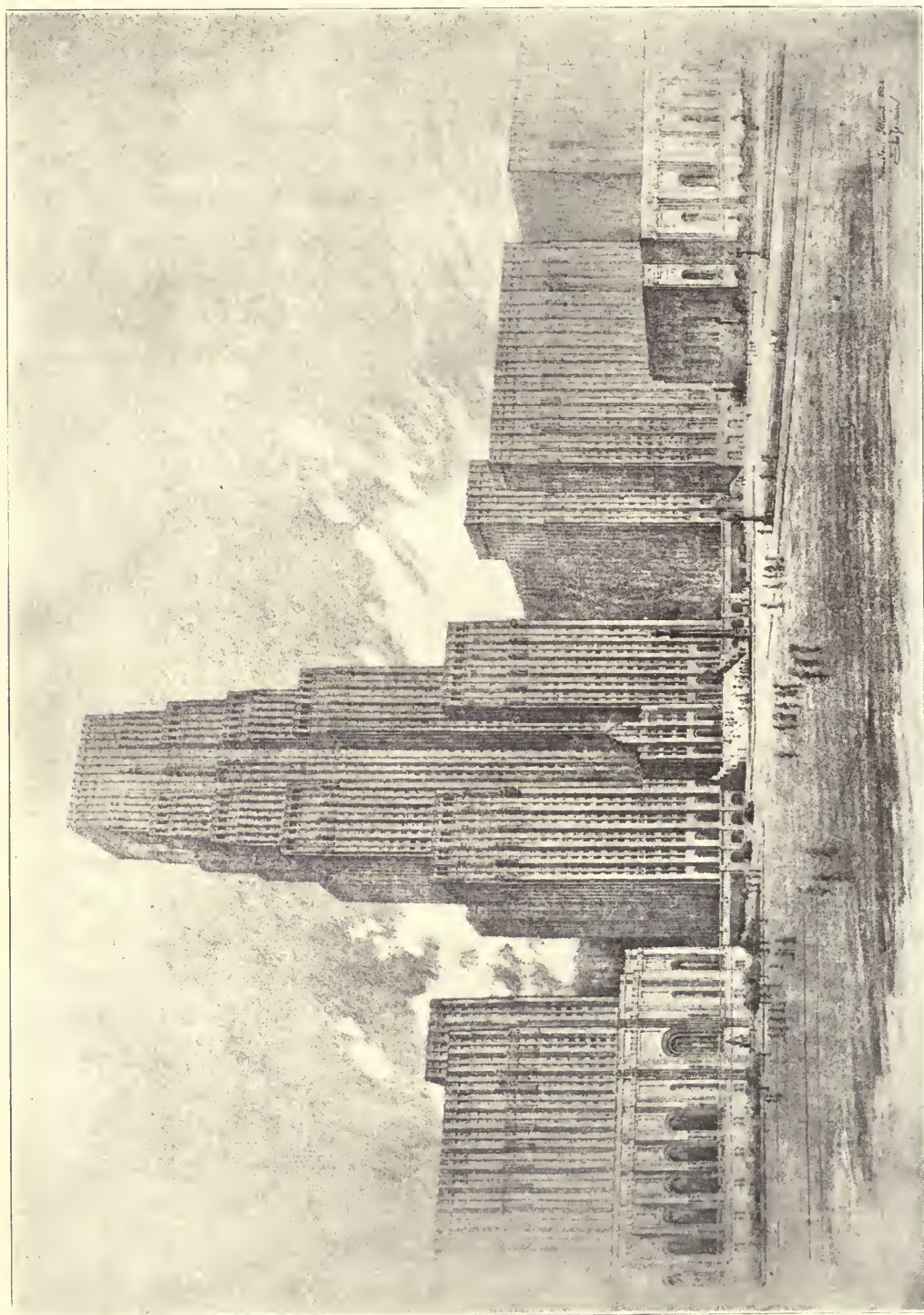
tinual and frequent changes in the original plans. A house that is built today may, in a few decades, be torn down to give room for another, and the same may happen to certain districts or whole parts of a city. Is it necessary, under such conditions, to struggle for the architectural ideals of beauty? Would it not suffice to apply the practical point of view, which meets the necessity of today?

We should remember that it is this very technique of City Building which strives to so arrange matters that these sudden and frequent changes can, to a large degree, be eliminated. We should remember, also, that changes in a city plan are not confined to our time. They occurred in the old days as well. These changes—no matter how sudden or how frequent they may be—need not necessarily curtail or decrease the beauty of the city as a whole. Do we not wish that the flowers in our gardens may flourish while they last? The flowers die, but the garden remains, a source of enjoyment and happiness for generations to come.

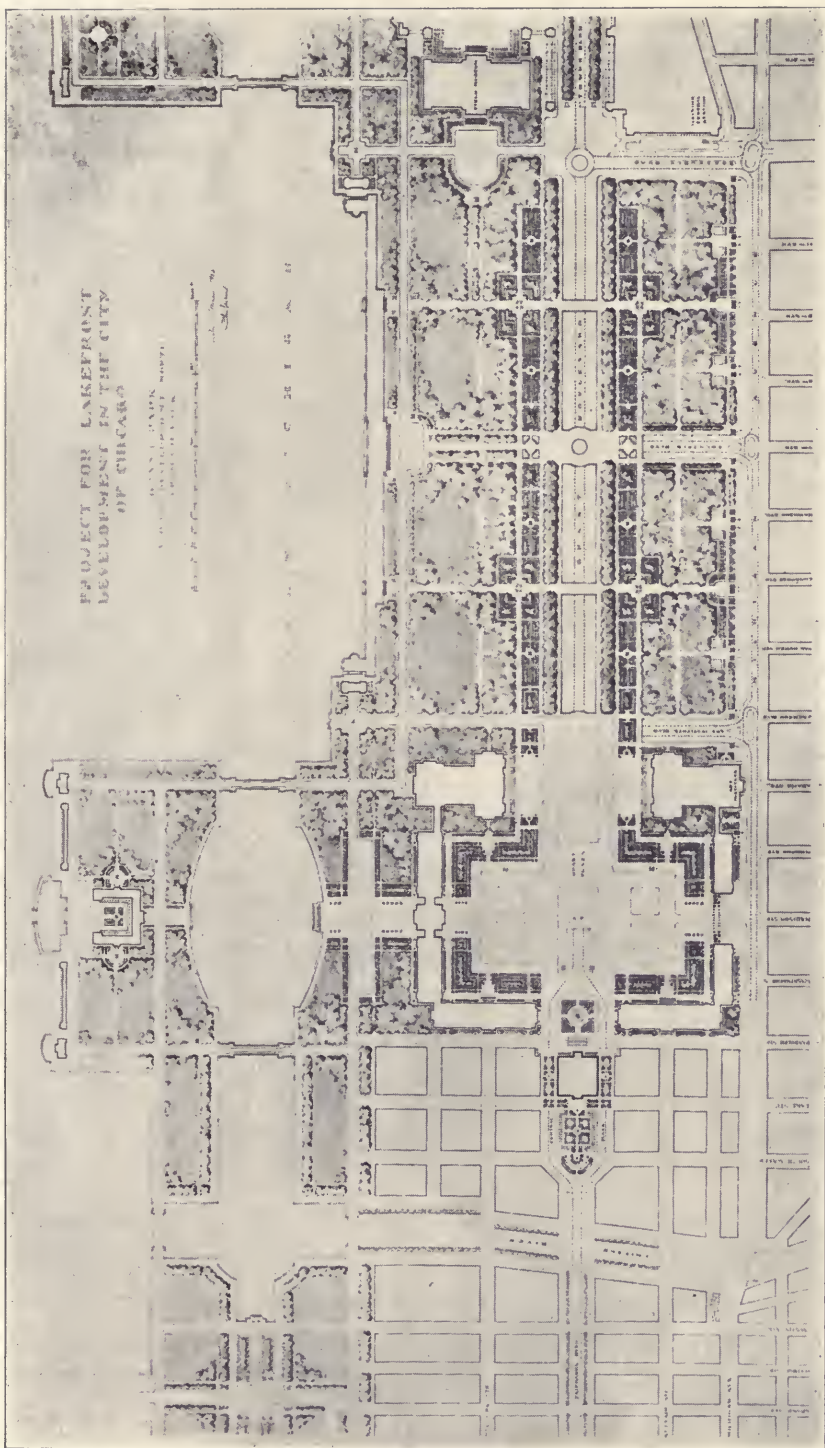
The History of Art tells us that mankind has always tried to create beautiful settings for its daily life. The examples of art that we have inherited from past generations speak unmistakably of their work for culture. We, who like to boast of our high culture, shall we not be as anxious as our ancestors were to gather beautiful things around us in our daily life, for our inner needs and for our development? And when our time has gone by, shall we not leave monuments of beauty and culture, bearing witness to our efforts? Of the monuments we leave behind us, the cities where we lived and where we worked will perhaps be the most telling.

Our communities, large and small, should be arranged and regulated in the name of art and beauty. Beauty should penetrate our system of variety and embrace the whole as *one* work of art. That is the mission of the modern technique of City Building. Hence the name—The Art of City Building!

Thus we come to architecture and touch its real secrets. Architecture has never sought for beauty alone at the expense of the practical.



Proposed Grant Hotel Building, Chicago



The Saarinen Proposal for the Chicago Lakefront

The fundamental principle of architecture is, on the contrary, to create harmony and beauty on a foundation of the practical. It is this principle that dictates the most direct and the simplest solution of all architectural problems. It is this principle that always should guide the architect in his work and in the solving of all his different problems, including the designing of modern city hotels, railway depots, and similar buildings which really are little cities under one roof. It is, at last, this fundamental principle that comes to its full right in the building of the gigantic cities of today with all their multitudes of problems.

The rhythm of the buildings makes the city. An increasing sense of the beautiful must make itself felt in the drawing of the contours as well as in the planning of the many details. The silhouette of the city against the sky or surrounding elevations, the relation between one part of the city and another, the streets, squares, yards,—everything must be planned with a certainty that the beautiful will be unimpaired. The monumental and the picturesque must be made to balance, the contours and color shades of the buildings must blend with the green of the parks, and the changes in the varying impressions must be in harmony with the green of the parks and their vari-colored traffic.

A district should be reserved where the business of the city can go on uninterrupted, another district provided for where the work of art and culture can thrive and flourish, and a residential section should be planned with beautiful homes, flowerbeds and gardens.

These are the lines along which the City Builder should work and this the aim he should strive to reach: "To make of his city a work of art".

But no work of art was ever erected without a guiding creative spirit. The City Builder must, therefore, be endowed with those admirable qualities, taste and an unbiased and broad outlook on things in general, all of which are the signs of a great creative artist and architect.

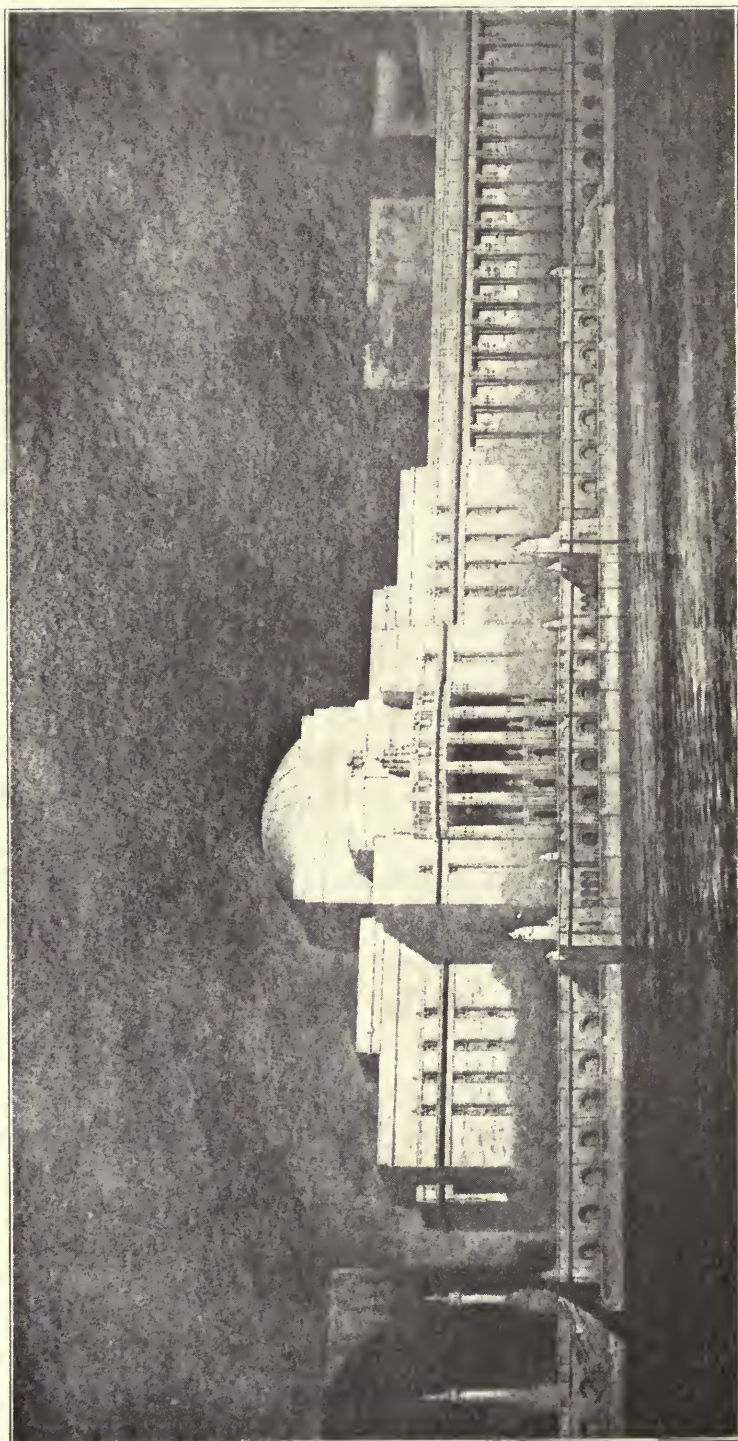
It is not enough to work out a plan of the city in general and in detail, or to attend to the "division of its bulk" with good taste. It is also required that each individual house shall be built in harmony with the plan in general and with its individual part of the city. We have good examples of cities to show, where this has been done, but only where the City Builder was the architect of the individual houses, or where they were erected under his supervision. But we have, also, samples to the contrary.

It seems as if our age especially was the age of heterogeneous architecture. A philosopher once said that each epoch has its own peculiar art. The ancient Greeks were sculptors, the Middle Ages gave us a beautiful architecture, and our age glories in music and counterpoint. Architecture, apparently, does not belong with us.

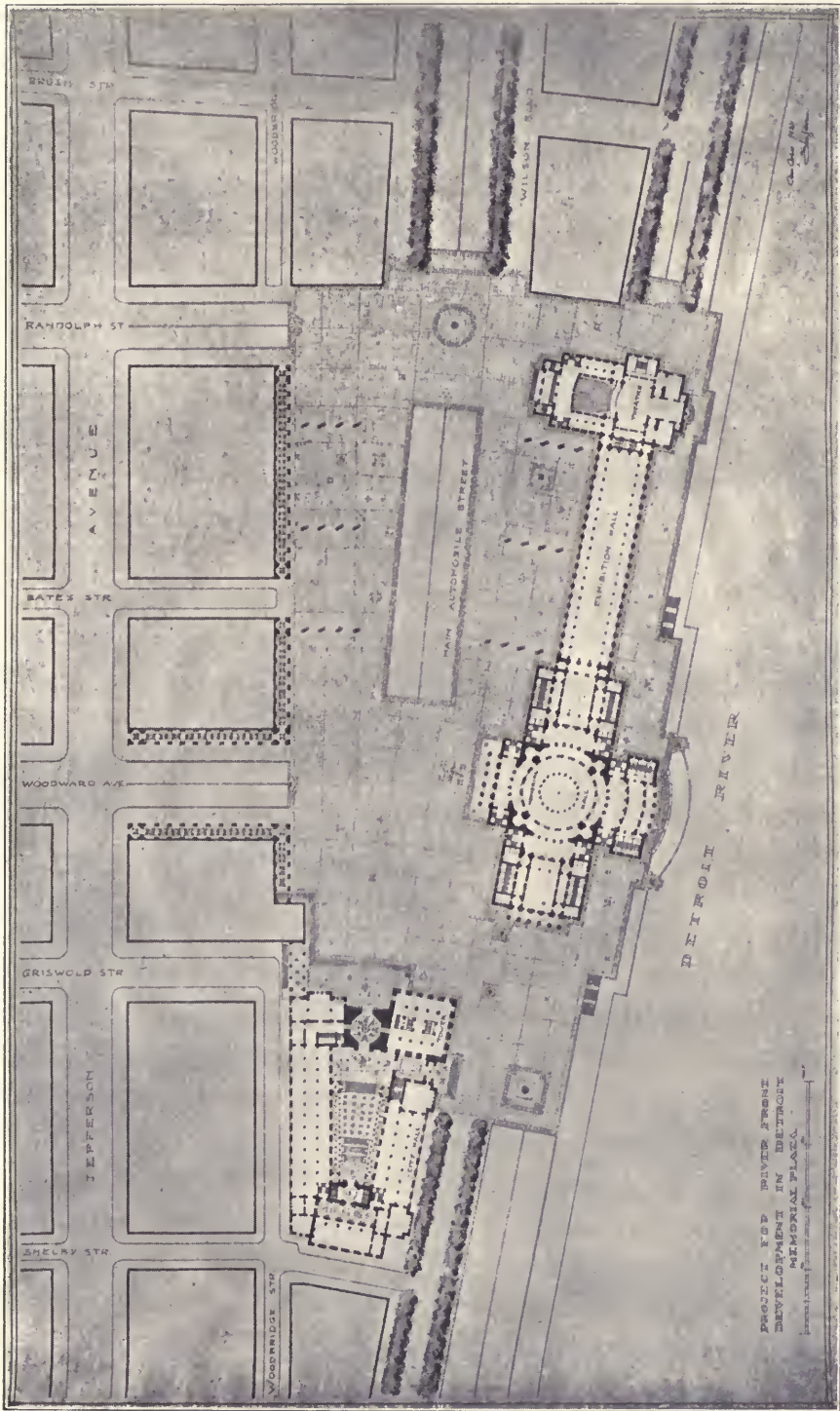
If we compare our community life with that of the middle ages, it is not difficult to see the difference between our appreciation of architecture and that of our ancestors. The architects of the middle ages were localized, so to speak, to the place where they were working. The material with which they worked was a domestic product, invariably taken from but a short distance from where the buildings were erected. The architect of that age was often a sculptor, or an artisan, or both. He got his education and his experience where he built his work of art. The monumental buildings of the middle ages were the only academies of art in those days.

We live under conditions diametrically opposite. We are, through travelling, publications, and photographs, always in contact with foreign places and with the different historical eras. From this heterogeneous treasure-chamber we are able to derive our knowledge and impressions. Our building materials are invariably transported from far-away places and the architect's work is chiefly done in his office with pencil and paper only.

Under such conditions, greater inherited talents, a wider knowledge of materials and construction, are required of the architect in order that he may be true to his art. These same conditions are likely to foster



Memorial Hall, Detroit Riverfront, as Proposed



The Saarinen Proposal for the Detroit Riverfront

a superficial and inferior architecture. It is, perhaps, this great mass of superficial architecture with its variety of styles, forms and colors, that kills public interest in real architecture. In this superficial architecture the City Builder will find his greatest foe, and from it will spring many obstacles which he will meet when he goes to work out his own ideas.

But there are still deeper causes for the obstacles of the City Builder.

When the architect of the middle ages erected his buildings he was at all times in intimate contact with the site for the building. He knew well the neighboring houses and the character of the adjacent streets and squares. Consciously or unconsciously, the house was thus built in harmony with its surroundings. The materials, the colors, the proportions, all blended to a beautiful whole.

But our architects lose more and more the artistic contact between the buildings and the surroundings. The building is, more often than not, designed in another place. It is seldom that cognizance is taken of the character of the neighboring houses, their structure and style. The chances of creating something in accord with its setting are therefore very small.

But, you ask, how is it possible for the architect, under present conditions, when his duties are so diversified and his problems of so many different types, quantities, proportions and characters, to create harmony and uniformity in perspectives? Often the houseowner's many wishes and his limited financial condition determine matters of quantity and appearance. Economy ought not to be an obstacle. Even the simplest and most inexpensive house can be made beautiful. Taste costs nothing. It is the task of the architect to gratify the wishes of the houseowner in a way that will beautify the house. As an illustration,—take a look at the Piazza San Marco, in Venice.

Here we have the Campanile, high and massive, of inexpensive brick and simple style, the church of St. Mark, of vari-colored marble and mosaic, elaborately ornamented, the Doges Palace of stone and

brick, and opposite it Sansovino's beautiful Library and, as a direct continuation, the Procuratie. To emphasize the great differences in proportions that are apparent here, we must not forget the little "Loggia" at the foot of the Campanile. The different structures around the Piazza were built at different times over a period of about 1,000 years and, of course, by different artists. Observe the difference in materials, styles and proportions. Yet, it is one of the most beautiful places known to the history of architecture. It resembles a beautiful symphonic composition, with all instruments of the orchestra at work, harmoniously and softly.

It is not through the application of the same particular style, the same materials, the same colors and the same proportions that we create harmony. It is, rather, through good *rhythm* in quantities, forms and colors. When the individual building voluntarily subordinates itself to the whole—and yet does not surrender its own individuality—we gain a consummate, wholesome work of art. To illustrate: A tree in the forest, that is unlike its neighbors in form and dimensions, nevertheless fits in harmoniously with the whole picture.

We say that architecture is three-dimensional. The building has length, height and width and is enclosed by its walls and its roof. But a building's "rayon of activity" goes outside its limited walls to an extent that depends on its location on a street, a square, in a park or at a height. This rayon is an essential esthetic part of the building, which must be composed in harmony with its surroundings and with all that therein is. This is "the principle of being in common with"—, "the fourth dimension", if we are allowed to use this term. This is the principle that in City Building must be applied to the individual structure, and this, also, is one of the basic laws of architecture, on which the whole art of building rests, and it is just as closely connected with the principles of architecture as the truths about construction, material and form.

But unfavorable conditions have maimed this principle, also, and left it with rough edges. The building has been taken out of its sur-

roundings and we have deceived ourselves into thinking that each individual building is wholly a problem by itself. We have been striving to build "beautiful buildings". We have believed that we could build beautiful cities with beautiful buildings, as we probably thought that we could—to use a radical illustration—build a nice square or street if we gathered fifty of the most beautiful art-buildings and brought them together. The result would be the opposite: one building would kill the others and we would spoil the harmony—and therewith the beauty, also.

Those buildings belong each to another setting with its own surroundings. They could not be torn out of that setting and transplanted without losing their charm. Their beauty depends not only on their proportions and style, but on the frame they were originally set in, as the beauty of a color does not depend on the color alone but also on its combination with other colors.

The case has been the same in the development of the architects in the schools of architecture. Generation after generation has been taught and led in a direction which did not lead to realities. Even here, at least in most cases, each individual body or building was considered as a whole by itself, and the solving of the problem was worked out on this principle. To solve the problem was and is still often considered less important than to draft the building on paper. It is true that during later years something of the art of City Building—or City Planning—has been taught in the schools, but as yet this art is more or less foreign and cold to the usual system of architectural education. It is not yet acknowledged as a necessary foundation to the education of the architect.

Not until the art of City Building with its fundamental principles is adopted and so woven together with the system of education in the art of the building of houses, that an architectural problem becomes *impossible to solve*, if all the conditions of the surroundings of the house are not known, and that the solving in *each individual case* is done only with due consideration to the surroundings, and this principle is ab-

sorbed by the student in his earliest years, and the *connection between a house and its surroundings as a fundamental principle has been implanted in the minds of the growing generation of architects*—not until then can we hope that our dreams of beautiful cities, built according to the principles of the art of City Building, can be realized.

And furthermore,—not until then, when the results of the architects' common efforts become visible, shall the interest and the understanding of the people in a greater measure be awakened and the people admit the truth of Ruskin when he says that the outside (the appearance) of a house does not belong only to the owner of the house but to the whole community. Not until then shall "City Planning" become *artistic city building*.

ZONING AND THE MOBILITY OF URBAN POPULATION

By NELS ANDERSON

Research Fellow in Sociology, University of Chicago

A CONTROLLED growth is the outstanding problem of the modern city, and zoning is the popular answer in terms of building regulations and the occupation of areas. Any effort to understand the role of zoning in city building brings to our attention four basic and important facts of urban life. These are: (1) the natural division of the city into various areas according to the status, interests, and activities of the people; (2) the high mobility of urban population; (3) the friction and unrest resulting from change, and (4) from a feeling of insecurity, the desire for stability and control.

The city is no longer a homogeneous community but a complex of communities, an aggregate of many areas, few of which have anything in common with each other. Many are not good neighbors though they may play a legitimate role in the life of the city. Many industrial areas, business areas, amusement areas, areas of single homes,

hotel and apartment areas, or tenement districts have formed without previous purpose and often in spite of the best laid plans. Some of them, particularly the better residence districts, are community-conscious and for their own security have been demanding restrictive ordinances.

Urban mobility is best described in terms of invasions and evacuations. To the fact of mobility we are able to trace the more complicated social and economic problems of the metropolitan centers. With the shifting of business, the movements of industry and the migrations of population, the face of the city is constantly changing. Change itself is not disconcerting. It is the rate of change and the unexpected things that happen,—the uncertainty of what neighbors the future will bring. Cities have turned to zoning in the hope that it will protect them against the invasion of uncongenial interests. They accept real segregations in demanding a controlled mobility.

Champions of zoning do not object to mobility if it means the invasion of elements congenial to the community. When they organize it is to keep out objectionable intruders. Most urban organizations, the kind that promote zoning, are defensive moves. They ask legal support in doing the thing that voluntary organization and community sentiment cannot do. This is the practical demand for zoning. In less numbers there are advocates of zoning who think positively and idealistically of a planned and orderly city.

The American city is in constant flux. Change follows change in ruthless succession. The city that does not build some sections over entirely during the course of a generation is not keeping pace. Some districts are remodeled again and again to accommodate the different types of occupants. And always these newcomers meet with opposition if it is felt that their presence will lower property values or lessen the status of the area. Once an area begins to decline physically each successive occupation hastens the process. In view of such possibilities home builders and investors search for some device for ordering these forces for change. How well does zoning meet this need?

Zoning proposes to protect an area by determining the kind of buildings that may be constructed within its limits and also for what purposes such buildings may be occupied. Ordinarily zoning protects residential areas against the undesirable encroachment of commercial or industrial interests. Zoning may go no further. It has no control over social invasions, and after all these are the most vital and the most disturbing. Many who look hopefully in this direction for protection have yet to learn that zoning can have little or no influence over the migrations of people.

In the mobility of people we find two sets of forces, attracting and impelling. The first are evidenced in the struggles of people to climb from one social level to another as they become more and more financially secure. Thus they migrate from poor houses in squalid sections to better houses in more "select" neighborhoods. The "select" neighborhoods are always on the defensive against certain types. Race, nationality, and lack of culture are often no bars in the American city to people climbing out of the less favorable quarters. Such migrations regardless of their merit are disturbing to the social balance of the invaded areas.

Another type of attractive force is illustrated by the evacuation of the Prairie Avenue district of Chicago. In the 80's and 90's the "Avenue" was the center of the city's social life as the "Gold Coast" is today. But some of the leaders moved north where there was more space and more opportunity to build along modern lines. It was not long before there was a general rush to the North Shore while their abandoned homes were converted into rooming houses. Most American cities have witnessed such migrations. Three old residence areas in Chicago, abandoned in this manner, have never regained any social unity or importance since.

The last families to leave the "Avenue" were probably moved as much by impelling forces as any other. They fled before an incoming population of much lower social and economic standing. The impelling forces are better illustrated in the movements of immigrant peoples.

In some of these quarters we find a different class of aliens almost every decade. The former occupants have been crowded a little nearer the outer edge of the city. Such movements are always toward the periphery. This means that each new immigrant settlement near the center causes a general shift toward the outer circle.

The Negro is probably the least assimilable of the many types in the American city. Since the war large numbers of colored people have found their way into the industrial centers of the North. The old Negro quarters, already overflowing, burst their bounds and little "black belts" sprang up in other parts of the city where opposition was slight. Wherever the blacks went there was a displacing of the whites who moved into other areas. A sudden increase in Negro population in one city brought about an attempt to segregate Negro districts by ordinance, a form of zoning. After considerable controversy the ordinance was found unconstitutional.

As lines of transportation determine the location of business and industry so lines of transportation determine the direction of popular migrations. This is well shown in the movement of the Jews in Chicago. The earlier moves were not so important, but the last one, which involved the breakup of the Ghetto, is interesting. Before the shifting began there was a movement to run a street car line through the Ghetto westward to the community of Lawndale which was a non-immigrant population. Lawndale organized in protest but to no avail. The new line was the signal for two migrations, the Jews to Lawndale and the former occupants of Lawndale toward the suburbs. Lawndale has since become an immigrant area with many of the characteristics of the old Ghetto. Already there are the beginnings of decline while the more prosperous Jews are moving from Lawndale to more desirable neighborhoods from which people who object to their presence are migrating. These are the disconcerting forces of city life over which zoning can have no influence.

The so-called "segregated districts" of American cities have passed into history. We still have vice and crime areas but they are not so

easily identified. Without semi-official sanction, vice and crime hide where they can. They go to the rooming house and apartment areas. Only recently a high class family hotel in Chicago was shocked to learn that it was the stage of a war between bootleggers. Life is so anonymous and transient in such places that it is no easy matter to distinguish between respectability and the underworld. Where can people turn for protection against these objectionable elements?

Zoning is not a futile effort to stabilize urban growth but it is a limited one, nor is it without some promise of social security. If an area of single homes can keep out apartments it is better able to retain the face-to-face community relationships. The apartment breaks down neighborhood spirit and is not congenial to family life. Perhaps there are other indirect benefits that might easily emanate from efficient zoning.

The inner areas of the city, however, can expect little from zoning. The chief benefits go to the suburbs, but neither the inner nor the outer circles can hope for anything in the form of direct social control. People come and go at will and these migrations are likely to continue. Whether good or bad they must be accepted as incidental to urban life. The time may come when the movements of people can be directed as we can now direct the development of business and industry by zoning. Before that is possible we need to learn more about the mobility of people. It's the task of the psychologist, the sociologist and the political scientist to tell us how groups behave and how their behavior may be anticipated and to some extent controlled.

BLIGHTED DISTRICTS: THEIR CAUSE AND CURE

WINNING ESSAY—WILLIAMS PRIZE 1925*

By C. EARL MORROW and CHARLES HERRICK

Harvard Graduate School of Landscape Architecture

THE problem of the blighted district in cities is by no means a new one. Wherever and whenever men have found it beneficial to work together there have been areas of relatively unfortunate development. We are convinced that this condition is not inevitable, and that effective remedies will suggest themselves when the causes of the blight are searchingly studied.

By a blighted district we mean one in which a normal** development has been frustrated. Ordinarily*** property values are an index of the situation: wherever property values fail to keep pace with the increase in other similar districts in the same city, or have actually decreased, the district may be termed a blighted district. In the case of a residential area where extreme conditions of this nature obtain, there is produced the social disease which we call a "slum".

As the title implies, this essay attempts to find the causes of blighted districts and to propose remedies. The conditions imposed make it necessary to limit the discussion to essentials. The causes and remedies will be considered under the heads of City Planning Measures, Zoning Regulations, and Social and Hygienic Improvements.

CITY PLANNING MEASURES

City Planning proposes to secure the best adaptation of land areas to desirable uses. Zoning and Housing are phases of comprehensive city planning, but their importance in the present discussion justifies

*The conditions of the Williams Prize Competition may be found on page 64 of the April issue of CITY PLANNING.

**In normal development we must include an average of social as well as economic well-being.

***There is a possibility of the existence of a slum on land which enjoys considerable appreciation in value. This has happened where a change in use of land is anticipated, as for example, in the residential area that will soon yield to business use.

separate treatments. It is found advisable to include under city planning measures the treatment of the street system, public open spaces, public utilities, and community esthetics.

Street layout is one of the most important elements in the adaptation of the form of land to its use. An unorganized, haphazard street system is one of the causes of blights in urban areas. An inadequate street system in a business district causes traffic congestion, keeping business, and therefore increase of property values, from a district which might otherwise advance normally by virtue of its nearness to the center of the city. Lot depth, a function of street layout, may be a cause of blight. Lots that are too deep or too shallow for the use to which they are put tend to produce subnormal development.

The cure for these blighted tendencies is to plan in advance* a street system that will be most likely to serve best the use of the area. The cure for districts already blighted in this way is to widen narrow streets, break through dead-end streets, and cut new streets through the interior of thick blocks.** Planning in advance of development is the more effective and less expensive of the two processes. Happily in the case of existing blighted areas, property values are subnormal to the extent that the benefit of the improvement, if assessed on the property affected, often more than pays for the operation.***

The wholesome influence of public open spaces on city people and upon development near the open spaces is generally conceded. From the point of view of land values the public open space is a good investment. The value of a well designed park increases with the passing of

* Garden city developments are examples of such planning.

** Ralph Adams Cram, Chairman of the Boston City Planning Board (1918), is quoted as follows: "The general principle followed by the Board comes under three heads: (a) Opening of new streets, (b) Widening of old streets, and (c) Elimination of dead interior areas.

"New streets and widenings have been considered, not only with regard to traffic requirements, but also as to their bearing on the splitting up of the big blocks and the opening up of the interiors to light and air. We have provided for one main thoroughfare connecting the North and South Station. This is imperatively necessary from a teaming standpoint, but the street also serves the purpose of bringing light and air into several bad blocks as well as eliminating certain centers of impossible congestion."

***In the case of the 12th St. widening in Chicago, the cost of the acquisition of land was three million dollars, half of which was assessed upon the property benefited, the area of assessment covering ten square miles. Before the work was completed the increase in assessed valuation of abutting property was two and one-half millions.

time. This element of permanency is an important counter force to fight the downward trend of blight. Lack of adequate open spaces may be said to constitute a cause for blight inasmuch as land under such circumstances is handicapped in its development in competition with the areas fortunately possessing the amenities afforded by open spaces. The opportune provision of small parks and playgrounds may keep a threatened area from becoming blighted. The provision of open spaces in already blighted districts is one of the best means of curing the blight.

There is now adequate legal machinery in most states for securing land in slum areas and for creating parks or playgrounds. The public use is unmistakable in this case so that the power of eminent domain may be used. A clear case can be made from the point of view of the health of the people. In New York City, Mulberry Bend, not far from the City Hall, was a center of disease and crime. It was cleared under authority of a special act of the Legislature in 1887 and replaced by a park. Several years later under authority of this same act another slum was destroyed, and Thomas Jefferson Park created on the site. In the same way Hamilton Fish Park was created on the site of the notorious "Bone Alley".

A lack of proper transit facilities often has a depressing effect upon property values, but more striking effects have been brought about by the construction of elevated railways or street car lines before a comprehensive plan of the whole city is made. In St. Louis, for example, when street car facilities were provided, the people began to move out where they could have larger lots. The old houses were of excellent construction, but they were no longer fashionable. Fine houses, in a district one-half mile by two miles, first became boarding houses, and then deteriorated into tenements, five or more families living where one family had lived originally. Property values decreased to one-half or one-third the original amount. The remedy proposed in this case was to cut a boulevard through the center of the district. Such an improvement would have been prohibitively expensive if the property values had been normal. A similar situation was found in Minneapolis.

Elevated railways depress the values of property along the streets through which they pass. They increase property values around stations, and depreciate values between stations. Subways do not injure values along their routes, and they bring about large increases in value of property near stations. They bring about a higher use of property in the center of the city, and distribute the population over a wider area, but there is liable to be a temporary decrease in property values pending a readjustment of certain districts.

Changes in any of the customary and familiar means of transportation may have a similar effect. In St. Louis, the commission market district on the river front declined after the river transportation waned. In Philadelphia a large district overlooking Fairmount Park and the Schuylkill River was depreciated by the creation of a large railroad yard, with its attendant soft coal smoke.

The attempt to develop a district before the necessary utilities are provided often leads to low rents and low property values to counteract the lack of conveniences. The low values, once established, tend to persist after the utilities are provided. Public utilities and the development of private property should both proceed together. The construction of utilities before they are needed exhausts the financial resources of a city. It also promotes a scattered development which tends to produce a large number of districts with a discernible taint of blight. The construction of utilities in the wrong place, or at the wrong time, may thus produce blighted districts, just as the lack of necessary utilities causes a blight. The cure is to develop the utilities in accordance with a comprehensive plan, which includes the zoning of the city, and at a rate which corresponds with the growth of the city, *and no faster*.

The question of esthetics is important in the residential areas of a city. Beauty of architecture and landscape architecture* is a distinct

* The case of Beacon Hill in Boston is an example worthy of careful study in this connection. It seems that fashion dictates here much in the same way as it does with the clothes we wear. Beacon Hill has had the unusual experience of completing a cycle of residential desirability. It is now well on its way toward regaining its former glory as a fashionable residential district. It is difficult to see how the "come back" could have been staged, however, without its nearness to the center of Boston, its high altitude, its views, its historical associations, and its unusually fine architecture. Ordinarily these districts never return to their former status. The beauty of the initial development made it possible in this instance. Louisburg Square, a private park, had its share in the redemption.

advantage in living quarters. A lack of beauty imposed upon a district by unfortunate architecture, faulty engineering in public utilities, and carelessness in maintenance is sufficient to make an area predisposed to the downward movement. The cure is largely preventive. Good initial construction with careful repair and maintenance is essential. Good design in street decoration, street furniture and street planting is helpful. More radical operations such as the development of a monumental parkway or civic center may redeem a blighted district.*

There is an element of social exploitation bearing upon the subject which can be controlled only by private restrictions. Low standards of living introduced into a district tend to pull down the tone of the district. The invasion of such low standards is the common experience where there are no private restrictions. Unsightliness born of poor maintenance, overcrowding, dilapidation, and headlong depression of property values follows the successive invasions until the slum is reached. The only safeguard against such invasions in a democracy is private restrictions which the Courts will recognize because they are of a contractual nature.

Esthetic values as a reason for the application of the police power are not as yet recognized by the courts. Some such subterfuge as fire hazard, health or the like is ordinarily used.

ZONING

Literature on the subject of slums and blighted districts in this country is full of references to the dilapidation that occurs where a district is in a process of transition from one use to another. Where the future is uncertain, repairs are neglected, the best tenants move out, and rents decline, but buildings become overcrowded. If a single apartment house invades a single-family house district, the character of that district is spoiled. If there is a prospect of the district filling up

* The Fairmount Parkway, in Philadelphia, which cuts through a blighted district, has already started an upward trend of property values. "The Mall" at Cleveland has influenced the surrounding district, and fine office buildings are springing up in the place of old dilapidated structures. The adoption of a Civic Center Plan at Columbus, Ohio, which will be on the river bank in a blighted district, has started an upward trend in prices, although the city has not proceeded beyond the purchase of the land.

with apartment houses, the value of the land may go up, but the value of the existing buildings will be lost. If there is no demand for apartment houses, the value of land as well as of houses in the district will depreciate. The injury due to haphazard development and invasion by inappropriate use constitutes a great public calamity. This depreciation of property values has become a hazard that must be considered by every investor in real estate.

In New York City it was found that the areas in which values had been depressed by the invasion of inappropriate uses, or lack of control of building heights and open spaces, were the areas in which the most unsanitary and unsafe conditions prevailed. The decline in property values in such districts was an index of the disregard of essential standards of public health, safety and convenience in building development. It was also found that the depressed district of changing occupancy was almost always a district in which unwholesome home and work conditions prevailed. Declining values made it difficult to enforce proper standards. Writers on housing and tenement problems mentioned these occurrences casually long before New York City pointed out the need of comprehensive zoning, even when they did not recognize that this lack of regulation had anything to do with the conditions which they deplored.

The first comprehensive zoning ordinance in the United States has been in effect less than nine years, but it has already stabilized values and prevented the extension of blighted districts. It is still too early to measure the full benefit of zoning,* but already over three hundred zoning ordinances have been adopted in the United States.

It is not only residential districts which need the protection of zoning. A spectacular case was that of the Fifth Avenue shopping

* In 1912, B. A. Haldeman, in a paper on Zoning in Germany before the National Conference on City Planning, said: "[Zoning] is gradually producing the desired results, checking land speculation and inflation of values, discouraging the erection of barrack dwellings, encouraging the erection of one-family houses, and making it possible for people of moderate means to own their own homes."

"Within the span of a quarter century the industrial classes of Germany have been translated from hovels and dens reeking with disease, degeneracy and vice, to pleasant homes, surrounded with all the comforts, conveniences and privileges that make for health, happiness and good citizenship."

If such results have been achieved in Germany, the prospects in this country, with more comprehensive zoning, should be even better.

district in New York, which, in 1916, was being invaded by loft buildings occupied by the needle trades. The workmen from these shops, swarming over the streets during the noon-hour, interfered with shoppers trying to enter the stores, and the noise and confusion of these trades throughout the day was very detrimental to the retail store business. The Zoning ordinance went into effect in time to save the shopping district, but the merchants were fully alive to their danger.

Before 1916 there had been no adequate regulation of the light and air in buildings other than tenements. The space between and around buildings also affects the spread of fire from one building to another, and the ease with which firemen may work. There is also a limit to the desirable size of buildings in proportion to the width of street. If the buildings are too high, traffic on the streets becomes so dense that business goes elsewhere. High buildings shut out the light and air from their neighbors. This entails the use of an extra amount of artificial light and power for the operation of fans, and the property value is depreciated by the capitalized value of this power, even if eye-strain and loss of efficiency due to working in poorly-lighted and ventilated rooms are not considered.*

Comprehensive Zoning,** if carefully and intelligently done, will prevent the spread of blighted districts, and will gradually cure all but the worst cases. Zoning might be compared to the treatment which a doctor would give a patient in a general run-down condition. There are blighted districts of a more severe, local nature, which have been compared to a cancer. These require surgical treatment, such as traffic or transportation relief, or the tearing down of unsanitary buildings in congested parts of the city, to provide parks or open spaces, or even to make room for new buildings.

* The Equitable Building in New York, at noon on the longest day of the year, casts a shadow which covers seven acres. Some of the property owners in this area were willing to pay the Equitable Company to limit the building to a height of eight stories, and the company was willing to sell the light and air above the eighth story for two and one-half million dollars; but all the property owners affected would not contribute, and the building was built to a height of forty stories. Since then, the owners of practically all surrounding property have obtained a reduction on the assessed value of their property. (Report of Commission on Building Districts and Restrictions, New York City, 1916; page 168.)

** The legality of zoning was discussed by Mr. E. M. Bassett in an article in the *National Municipal Review*, Sept. 1924.

SOCIAL AND HYGIENIC IMPROVEMENTS

In this section we are discussing the slum area which suffers with the most acute form of blight. The current arguments concerning the causes of the slum appear to us to revolve in cyclic futility. Bad housing obtains because the people are poor; the people are poor because they are diseased; they are diseased because they live in bad houses. An interrelation of cause and effect among these elements is undeniable. We have yet to find a sound basis of reasoning.

The question is essentially one of human values. People differ in mental level, standard of living, and earning capacity. In the slum we find a large percentage of the lowest in the scale measured in these three phases. Here again there appear to exist mutual relations of cause and effect. In the scale of human values we would place as lowest the criminal, the imbecile, and the pauper. These are traditionally public charges.

The slum dwellers who come next in the scale, have been neglected in accordance with a *laissez-faire* policy characterized by the expression "the devil take the hindmost". These people have effectively demonstrated a lack of ability to house themselves properly. In as much as they are liable at any time to become a public charge, it would seem advisable from the economic as well as the humanitarian point of view to help them before they become an economic burden on the community. It is upon this reasoning that a sound policy of municipal housing may be based.

Of all the people of the United States one-third are living under subnormal housing conditions, and one-tenth are living under conditions which are an acute menace to health, morals, and family life.* It is this submerged tenth which is most likely to become a public charge. The influence of the material conditions upon the mental and moral life of the people is very real. The improvement of these conditions must precede all other efforts for raising their moral character.

Private capital is not interested in raising housing standards. If it becomes interested in the slum at all its interest takes the form of

* Woods: "Housing the Unskilled Wage Earner".

exploitation. Philanthropy has failed to improve conditions radically although its sporadic efforts have done some good. The public is becoming aware of the need for a far reaching policy. It is learning that housing the slum dwellers is not merely a question of good vacant houses but of good *cheap* vacant houses. Legal devices will follow public demand for them. Housing legislation has its place but it merely says to the poor man "be thou housed rightly", and lets it go at that.

London has found that the mere clearing up of a slum is not a cure but only shifts the poison to another place. It also found that the people must be housed while the razing process is in operation and then returned to their home sites.

War time housing in America is not a fair sample of what can be done in America by public methods. There is a promising possibility that philanthropy backed by governmental agency might be able to help. As a last resort it seems highly desirable for the municipality to take a hand in the provision of livable homes in slum areas. The kinds of services these people perform for the community are necessary in our present state of society. Safety, economy,* and ordinary humanity will justify municipal action. It will be an expensive operation but the slum as it exists now is an expensive disease of the city. The legal difficulty** that looms up largest in the way is that land acquired by condemnation proceedings must be used for public benefit and not for private uses. When the municipality becomes convinced that provision of adequate houses for its slum populations is a public economy the courts will not stand in the way.

Slums are the culture beds of contagious diseases, from which they spread to all parts of our cities. The lack of fresh air and sunlight

* Compare the brief study of the Economics of Slum Clearance at the end of this essay.

** A process very closely related to an operation of this sort has been used. "Statutes for the condemnation, replanning, replotting, reconstruction and resale of a tract for a purpose recognized as public, such as securing proper drainage, are not uncommon, and have been sustained by our courts. Thus Massachusetts in 1867 authorized the City of Boston, for the purpose of raising the level of part of the Back Bay district so that it might be properly drained, to condemn the absolute and entire title to an extensive tract of land, traversed by streets, upon which there were, in some cases, buildings and other improvements; to fill it in, and to resell it for private uses. This the city did with profit and success; and the statute under which it was done was held valid by the Supreme Court of Massachusetts and the Supreme Court of the United States." ("The Law of City Planning and Zoning", by Frank Backus Williams).

lowers the vitality of the dwellers in the slums. The constant close contact of many people in a single building, even if they meet only in the public halls, provides the means for transmitting community diseases from one person to another, and thus perpetuates the diseases. The germs of tuberculosis live in the dark, damp environment of tenement halls, basement apartments, and dark bedrooms. Rickets and other diseases cannot be cured without sunlight. The dirt and squalor of slums cause other diseases, and produce a mental attitude conducive to sickness.

The suggestion has been made to let these people alone, and allow the law of the survival of the fittest to solve the problem. The trouble with this is that those who are fittest to survive under such conditions are the ones who are most bestial in character and physical make-up. The people in the slums who conform to the highest social standards are often the first to succumb to unhealthy conditions. Thus we can best improve the dwellers in the slums by improving the conditions under which they live.

THE ECONOMICS OF SLUM CLEARANCE

The economy of slum clearance is worked out approximately, from the meagre data available, as follows:

Assume a city of 1,000,000 population. The slums, under average conditions, would contain 10% of this number, or 100,000 people, (20,000 families). The cost of clearing the slums and providing decent homes for these people (at \$2,000 per apartment), would be \$40,000,000.* The economic rent (12% per year) on such dwellings would be \$20 per month per apartment, or a total of \$4,800,000. This should pay taxes, maintenance, depreciation, and amortization charges, and leave 5 to 6 percent for interest on the investment. The families who live in the slums can not afford to pay more than about \$9 per month rent, or roughly \$100 per year. The question resolves itself into procuring the

*This is based on procedure similar to that followed in England under The Clearance of Unhealthy Areas Act, by which the city pays only for the value of the land for housing and not for any surplus values which may be based on the returns from too intensive development of the land. No payment is allowed for the unhealthy houses which are torn down.

difference between \$100 and \$240 per family per year. At present these people pay higher rents than an average of \$100, and the public or charities supply some clothes and food, or at least care for these people in time of sickness. Private initiative does not supply decent housing at what these people can pay. Poor living conditions make them a charge upon the community.

While many cities have a death rate of less than 15 per 1000, the death rate in slums, where they are known, are usually 30 to 35 or more, per 1000. Proper housing for these people would save 15 or more lives per year for every thousand people removed from slum conditions. The value of a human life is estimated at \$1,500 or more, according to age. ("The Value of Pure Water", G. C. Whipple). In the city under consideration, we could save 1500 lives per year, with a total value of \$2,250,000.

Irving Fisher estimates that the cost of preventable sickness in the United States is \$550,000,000 per year, or \$5.50 per capita. Assuming that preventable sickness in the slums is not greater than in the rest of the city, and that it is due mostly to bad housing conditions, this would show a saving of \$550,000 per year. The account then stands as follows:

Carrying charges on adequate housing of 100,000 people, \$4,800,000.

Rent which these people can pay,

20,000 families at \$100 per year,	\$2,000,000
------------------------------------	-------------

Lives saved by sanitary housing,

1500 at \$1,500	2,250,000
-----------------	-----------

Saving of the cost of sickness, prevented by

sanitary housing, 100,000 at \$5.50	550,000
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Total

\$4,800,000

Thus we see that it would cost no more to do away with the slum than it does to put up with it. At the same time, we could save many lives each year, and bring great happiness into the existence of those

unfortunates who are now forced to live in the slums. In addition, the cost of our courts, penal institutions, orphanages and asylums would be greatly reduced. The community would be the gainer in every way.

SUMMARY

By way of recapitulation we observe that the causes of blighted districts are lack of the foresight which produces comprehensive planning, lack of the stability of zoning, lack of conscientious effort to correct existing blight by social, hygienic and financial measures. The cures we propose are:

- I. Intelligent and comprehensive city plans,* with emphasis from this point of view on:
 1. An adequate street system which secures a minimum of congestion and a happy adaptation of block forms to their uses.
 2. The provision of sufficient and properly disposed public open spaces for the health, recreation and general well being of the people.
 3. The efficient and seasonable development of public utilities.
 4. Deliberate planning for those amenities of unity or beauty in our cities, which tend to stabilize property values, which secure health, and which add to the joy of living.
- II. Zoning regulations which stabilize development and prevent exploitation by limiting the use, height and area of buildings, in accordance with a comprehensive plan.
- III. Social, Hygienic and Financial measures which include well enforced housing regulations and carefully executed housing projects, which may, as a last resort, take the form of municipal housing.

* Zoning is mentioned separately for emphasis. See page 160.

While the law in this country does not yet provide for adequate protection of the city plan, all the physical construction of a public nature necessary to cure or prevent blighted districts can be, and have been, carried out under the taxing power and the power of eminent domain. Zoning and restrictive housing legislation are applications of the police power. Municipal housing has yet to find a legal basis for operation in America; but this depends upon the popular understanding of what is a "public use". When the public becomes conscious of its obligation to care for the unfortunate portion of the population in a way that will make for positive health rather than to give inadequate relief after the harm has been done, the legal methods for doing the work will come naturally.

A proper coördination of these elements of city planning, zoning and housing, with adequate plans for financing constructive work, is necessary. This program must be wisely administered in the interest of the broadest social welfare. We are confident that the above principles operate in the right direction toward relieving future development of the mildew of social and economic stagnation which has hindered urban achievement throughout the centuries.

CURRENT PROGRESS

Conducted by GEORGE B. FORD, Chairman
LAWRENCE VEILLER HAROLD S. BUTTENHEIM

ACTIVITIES OF THE KESSLER PLAN ASSOCIATION OF DALLAS, TEXAS

WE in Dallas are very much interested at this time in two problems, namely, selling the Kessler Program to the people of Greater Dallas and working out a plan for financing the entire Program. In selling the Program to the people we are issuing literature, holding meetings all over Dallas, getting column after column of publicity in the papers, as well as getting in behind certain definite features of the Program as for instance, Pearl Street widening, Orange Street widening and so on.

While Mr. Kessler was originally employed by the city, some of his best work was done while employed by the different civic organizations. Also many accomplishments that have been brought about under the Kessler Program—Pacific Avenue track removal, the establishment of the Union Station, the development of Turtle Creek Boulevard and much of our street widening—have come through the promptings and coöperation of citizen organizations.

The illustrations on the next two pages show the improvements effected by the Pacific Avenue track removal. In the first picture a long oil train headed East is pulling through what Mr. Kessler planned as one of our finest retail streets. The "after" pictures show the street as built up less than two years after it was reopened for traffic. This improvement, thought by many to be impossible, was carried through by a citizens' committee, and the funds (over \$500,000) were raised by voluntary subscriptions.

One of the chief methods for selling the Program will be through a textbook on Civics to be used in the seventh grade of our public schools. Dr. J. F. Kimball, for ten years Superintendent of the Dallas public schools and who is one of the best posted school men in America and who made a wonderful record in building up the Dallas schools, is giving his time in the preparation of this textbook. His services are coming absolutely free to the Kessler Plan Association and to the city of Dallas.

The School Board has already agreed to use the textbook; the school teachers are looking forward enthusiastically to its use, and we feel that through this textbook which will be a Dallas Civics, that the boys and girls of today who are to be the men and women of tomorrow will get the vision of a Greater Dallas and will be the ones who will put over the entire Kessler Program.

We now realize that if something of this kind had been done at the time Mr. Kessler's report was adopted in 1910 and if the boys and girls at the age of 12, 13,



Dallas, Pacific Avenue—Before



After Improvement (See page 173)



Dallas—Before



After (See page 173)

14, and 15 had been taught just what the Kessler Program meant to Dallas, today every man and woman in Dallas of 27, 28, 29 and 30 years of age and younger would be thoroughly familiar with the Program and its execution would follow just as day follows night.

Dr. Kimball's book will not only explain the Kessler Program, but it will give to the boys and girls in an interesting readable way all the authentic information about Dallas, its government, Dallas County and its government, the history of the city and the county, and the future possibilities of both the city and the county.

There is a reason for the slow progress made in carrying out the Kessler Program. The reason is that our people have never understood the Program. They have never had a chance to study it.

The job of the Kessler Plan Association is to get Mr. Kessler's maps and plans in the hands of our citizens in order that they can study and understand the plans. Another job of the Association is to organize interested groups into committees for the purpose of getting in behind and putting over the different features of the Program.

The Association has recently sent out a map prepared by Mr. Kessler in 1920 which until recently was never published. We are giving this the widest kind of distribution.

The second big problem of interest to us is that of working out a plan for financing the entire Program. We recently had Harland Bartholomew of St. Louis, to outline to us the St. Louis method. We have reduced this to a three-page type-written form and are circulating it among all our civic leaders.

In carrying out the Kessler Program for Dallas the actual execution falls on seven different governmental agencies, namely, the City Commission, City Plan Commission, Park Board, School Board, County Government, the Government of Highland Park and the Government of University Park. Therefore the Kessler Plan Association not only has the job of selling the idea to the people but also of bringing about a unity of action on the part of all of these different governmental agencies.

It was not till July 1st, 1924, that we got into an office of our own. At that time one inexperienced stenographer handled all the work. The work has grown so rapidly that we have now moved into larger quarters in the Chamber of Commerce Building. With sufficient space facilities for our Secretary and his helpers, with adequate finances and with city-wide backing and with official coöperation from County, and from the three cities of Dallas, Highland Park and University Park, real results will come.

CHAS. L. SANGER,
President, Kessler Plan Association.

PROGRESS IN SAINT PAUL

City Planning accomplishments in St. Paul have been mostly along utilitarian lines—the useful things must of necessity come first, but we confidently expect some of the more attractive things to follow. In the last two years 269 acres additional of park lands have been acquired, giving St. Paul one acre of park land for each one hundred and forty two people. Highland Park, well named, because from its highest point the horizon of St. Paul and Minneapolis may be seen, consists of 204 acres condemned for park purposes and 40 acres already acquired by the Water Department for a reservoir site. Seventy-four acres of this tract consists of timbered sloping hillsides with a fine ravine for picnic grounds, while the higher level will provide 18 holes of golf and an athletic field. Battle Creek Park, a valley with trees of more varieties than can be found growing naturally in any other location, and also interesting in its Indian legends contains 60 acres. It will be maintained in its natural state. Twenty-five acres were a gift from a public spirited citizen, Mr. Wm. McMurray, and thirty-five acres were acquired by condemnation.

The cost of Highland Park was \$452,762.00. This cost was spread over a park district of 5,466 acres; the assessments ran from \$1.45 per front foot for property immediately adjoining to 24 cents per front foot at the outer edge of the district. It provides a new and partly developed district of the city with the necessary land for future recreation. The district assessed may, under the zoning ordinance, have an ultimate population of 165,000 people.

The coming of the Ford Motor Company with its Ten Million Dollar plant in 1924 introduced problems in City Planning which at first seemed insurmountable. This company purchased 167 acres of land on the Mississippi River Boulevard at the High Dam, having obtained the power rights from the Federal Power Commission. This district was zoned as "A" residence or for single family homes. Mr. Ford after personally viewing the site placed the buildings parallel with the River Drive and about 125 ft. back, landscaping the grounds between. The main building is 1400 ft. long and faced with Indiana Limestone. This area had to be re-zoned for manufacturing, and in addition to the 167 acres also two and one-half blocks to the North and one-half mile East and West were re-zoned to provide for a business center, hotels and boarding houses. The land on the hills to the eastward to be used for housing were left in "A" Residence Districts. The lots in this housing development which are now being platted have no frontage less than 40 ft. nor area less than 5000 sq. ft. Fortunately the land re-zoned lies in an undeveloped section and, therefore, there was no destruction of values by this location of the plant. We now have the opportunity of planning and developing the area to fit the new location. And, while the River Drive was at first threatened, the development is proving attractive and interesting with the river locks, high dam and the hydro-electric plant on the right and an electrically operated factory with no mean architectural treatment and finely landscaped grounds on the left.

With this change came the necessity of new and wider streets. A diagonal street was condemned with a width of 104 ft. and a length of 8700 ft. to connect the plant

with Seventh St., an arterial highway running through the city and having a length of twelve miles. Its design calls for a central double track street car line, two 27 ft. paved driveways and two 15 ft. sidewalks. In addition to this, six miles of 60 ft. streets were widened to 86 ft. and three quarters of a mile to 100 ft., approaching the \$1,600,000 bridge over the Mississippi River now under construction. This provides three parallel arteries about one-quarter mile apart running in an East and West direction, and one North and South connecting and distributing street a mile in length. It was fortunate that the City in zoning this area in 1922 included it in "A" Residence District rather than leaving it in an undetermined district. This development has attracted land speculators from all over the country but zoning and land speculation do not mix, the result being that we are going to be able to develop this entire area in a very fine way.

A number of practical things in the nature of reclamation work have been done, such as the removal of jogs in streets, expansion of intersections, widening of pavements and the paving of by-pass routes—all initiated by the City Planning Board and put through with the coöperation of the Department of Public Works and the support of the Department of Public Safety.

Traffic counts showing 52,000 vehicles traversing the business center in twelve hours in 1921, and 91,000 traversing the same area today, indicate that an increasing floor area is necessary for business traffic. Condemnation proceedings for widening three streets,—five blocks,—as part of the Depot Approach Plan will be completed this year; \$350,000 is available and the balance will be assessed. Other widening projects in the business center recognized as necessary have not yet been financed and probably cannot be under existing charter provisions. More aid from the city at large must be available to pay part of the cost where large buildings must be cut back and new fronts built.

Saint Paul is the capital city of Minnesota, but the plan for a State Civic Center has not yet been wholly recognized by the State although approved by the official State War Memorial Commission. The people of the State of Minnesota and their Representatives in the Legislature, as in many other states, have not yet realized that the Capitol, State Buildings and Capitol Grounds are theirs and should be made something that would be representative of a great and rich State. The Capitol Approach Plan originally suggested by Cass Gilbert, Architect of the State Capitol Building, and later recognized by John Nolen and Bennett & Parsons in their work for Saint Paul as being properly located, is now a part of the "Plan of Saint Paul" and will some day be carried out.

Saint Paul's comprehensive zoning ordinance has been in effect since August 22nd, 1922.

In four years \$8,000,000.00 has been expended for new school buildings, all located with reference to zoning and studies made by the Planning Board of the population trend. These two guides with a normal industrial expansion have resulted in a housing development averaging two hundred and eleven homes a month for three years.

GEORGE H. HERROLD,
City Planning Engineer, St. Paul, Minnesota.

CITY PLANNING IN HONOLULU

The magic word "Honolulu" conjures up in the mind of the majority of people a picture of tropical life on a far away island in the heart of the Pacific Ocean. They imagine a primitive civilization, an island of palm trees, sandy stretches of beach and coral shore, a place where brown skinned people live in grass houses, dress in grass skirts, feed on poi and raw fish, and where civic problems are very limited.

That picture was perhaps partially true of the Honolulu of yesterday, but the Honolulu of yesterday is not the Honolulu of today. Honolulu now is a modern, wide awake American city, of great wealth and resources as well as of unparalleled beauty, and it has all the problems that go hand in hand with a very rapid development.

In 1910 Honolulu had a population of some 50,000; today Honolulu has a population of 100,000. This is exclusive of the many thousands of army and navy population. At the present rate of growth it is estimated conservatively that the population of Honolulu will pass the 200,000 mark in 1940. In 1910 Honolulu had less than 1000 registered automobiles. Today it has over 15,000. Building in 1910 was estimated at some \$2,000,000. Building for this year will reach the \$7,000,000 figure. Do not the above figures suggest problems of narrow streets and traffic congestion rather than those of a primitive civilization?

But fortunately Honolulu has a City Planning Commission. Ten years ago this Commission was not taken very seriously, but today it is playing an important part in control and direction of Honolulu's rapid growth.

The City Planning idea in Honolulu dates from 1905, when the late Charles Mulford Robinson, brought here through the efforts of the Civic Federation of Honolulu, prepared a report published under the title "The Beautification of Honolulu". It was not until July 1915, some ten years later, that a legally constituted City Planning Commission was formed with seven members, serving without pay, five of whom were appointed by the Mayor, and two,—the Mayor and City and County Engineer—ex-officio members.

The Honolulu Commission today is composed of the following men: Mr. James D. McNerny, Clothing Merchant, President; Mayor John H. Wilson; Mr. Louis S. Cain, City and County Engineer; Mr. George P. Denison, General Manager of the Oahu Railway and Land Company; Mr. Harry R. Macfarlane, Secretary Honolulu Stock and Bond Exchange; Prof. Arthur R. Keller, Dean of the Engineering Department, University of Hawaii; Mr. Philip E. Spalding, Director of Lewers & Cooke, Ltd.; Chas. R. Welsh, City Planning Engineer, and its secretary, Mrs. Grace Bartlett.

It will readily be seen that the above personnel is quite completely representative of the business interests of the city of Honolulu. Five of these men have had engineering training. The addition of a practicing architect is being contemplated. The commission was selected without regard to politics and every effort has been and will be made to keep such influences from entering into its activities.

While earlier years were spent in beautifying Honolulu streets as they existed, this work has today been turned over to the Outdoor Circle, and the Planning Commission is confining its attention to more definite constructive work based on engineering surveys.

Since 1920 the Commission has gone far toward the preparation of a City Plan. As a first step toward this goal, and after two years of intensive work and study, a combination Building and Zoning Ordinance was established in 1922, followed by a mapping of street layouts for various parts of the city. It was not until 1924, however, following the appointment of Charles R. Welsh as City Planning Engineer and a staff of workers, that actual field and survey work have been undertaken on any large scale. To date, two large and interesting drainage problems of distinctive types have grown out of this survey, and are undoubtedly the forerunners of other important undertakings. Twenty-seven private subdivision plans have been passed upon during the year and made to fit into the larger general plan.

The future is bright in prospect. To be sure Honolulu has inherited some very congested districts and many narrow streets and crooked lanes, but to offset these handicaps it has some very large undeveloped areas which offer untold opportunities for constructive city planning. Its topographical features and natural beauties are unsurpassed, and with the foundation of a well balanced city plan Honolulu is destined to fill a unique place among the cities of America.

MRS. GRACE BARTLETT,

Secretary, Honolulu City Planning Commission.

THE ST. LOUIS MUNICIPAL PLAZA

The St. Louis municipal plaza and public building group plan was approved by the voters in 1923 presumably including the building of a new courthouse at Twelfth Street. The old courthouse is at Fourth Street. Following the passage of the bond issue in February, 1923, a powerful group of property interests in the vicinity of Fourth Street organized to keep the new courts building in the vicinity of the old courthouse. Practically the entire business community, including all the banks, retail merchants association and downtown improvement association united to support a movement to build the new courthouse on Fourth Street. The Board of Aldermen passed an ordinance to place the new courthouse on Twelfth Street and the downtown interests submitted a referendum petition, bringing the matter to an issue at the November election, 1924.

The downtown group are reputed to have raised \$100,000 and conducted a vigorous campaign, including full-page newspaper advertisements, advertising on the street cars, circulars accompanying each package delivered by the department stores, and large circularization in the mail. The banking and commercial interests being so strongly organized, it was difficult to present the city planning point of view.

Representatives of certain civic organizations met and formed what was known as the Plaza Courthouse Committee. Membership in this committee was open to all individuals and organizations who supported the Public Building Group Plan and particularly the Twelfth Street location for the new courthouse. An executive committee was formed, composed of representatives from the American Legion, Central Trades and Labor Union, League of Women Voters, Women's Chamber of Commerce and numerous district improvement associations. Hon. Charles W. Rutledge, ex-judge of the Circuit Court, was elected chairman of the committee. Sub-committees were appointed on finance, publicity, and speakers. An active chairman was appointed for each committee and given ample authority to act. A publicity firm was engaged to manage the campaign and office space donated in one of the large office buildings. With the exception of this campaign manager and a stenographer, all services rendered by numerous individuals were gratuitous. Judge Rutledge gave up practically six weeks of his time, made forty speeches and engaged in fifteen debates with Mr. Remmers, the attorney engaged to manage the campaign for the Fourth Street group. Endorsements of the Twelfth Street location for the new courthouse were secured from fifty-six organizations.

The morning newspaper, the *Globe-Democrat*, supported the downtown site; the two leading afternoon newspapers strongly supported the plaza site. The *St. Louis Post-Dispatch* made a two-page spread of a drawing illustrating how the new buildings would look, ran bold headlines for several days across the top of the first page of its second section "VOTE YES ON AMENDMENT 10 IF YOU WANT THE COURTHOUSE ON THE PLAZA—SCRATCH NO", published numerous editorials, cartoons, and several valuable front page stories. The actual wording of the referendum necessitated a YES vote for the plaza site and a NO vote to defeat the ordinance. The psychology was considerably against the plaza site, as there were nine other referendum votes, to many of which there was bitter opposition. During the campaign the Mayor switched to the downtown group.

The Committee raised \$3,000. Instead of attempting to send out enormous amounts of literature, the headquarters checked over the registration lists, containing over 300,000 names, and eliminated those persons where there were more than one in a family. In this way there was one member of every family receiving the arguments, which were sent out the day before the election. About 100,000 pieces of literature were mailed. The total expense of the campaign was \$4,400.

By a decisive majority in excess of 35,000 the electorate supported the ordinance previously passed by the Board of Aldermen. The courthouse referendum committee of the downtown interests have publicly announced their acceptance of the people's vote and a commission of architects to supervise the design of buildings and improvements within the plaza has now been appointed. The complete execution of the plaza and group plan as prepared by the City Plan Commission is thus assured.

The success of the campaign can be attributed chiefly to the fact that the voters having expressed themselves in favor of the grouping of public buildings when the question was decided at the election in February, 1923, were not to be misled by any last-minute scheme put forward by private property interests.

Having created for the plaza scheme a favorable view and understanding in the minds of our citizens more than a year previous to the referendum election on the courthouse, it can be seen that the proponents of the plaza were in a much better position than its opponents, who offered no objection to the plan at the 1923 election

We were also fortunate in having a good campaign committee, formed by representatives from approximately fifty civic and business organizations, located in all sections of the city. It was also most opportune to have the referendum during a general election, as meetings were being held every evening and speakers could through this medium reach more people than would ordinarily be the case.

HARLAND BARTHOLOMEW.

City Planning Consultant.

26,000,000 PEOPLE LIVE IN ZONED CITIES, TOWNS AND VILLAGES

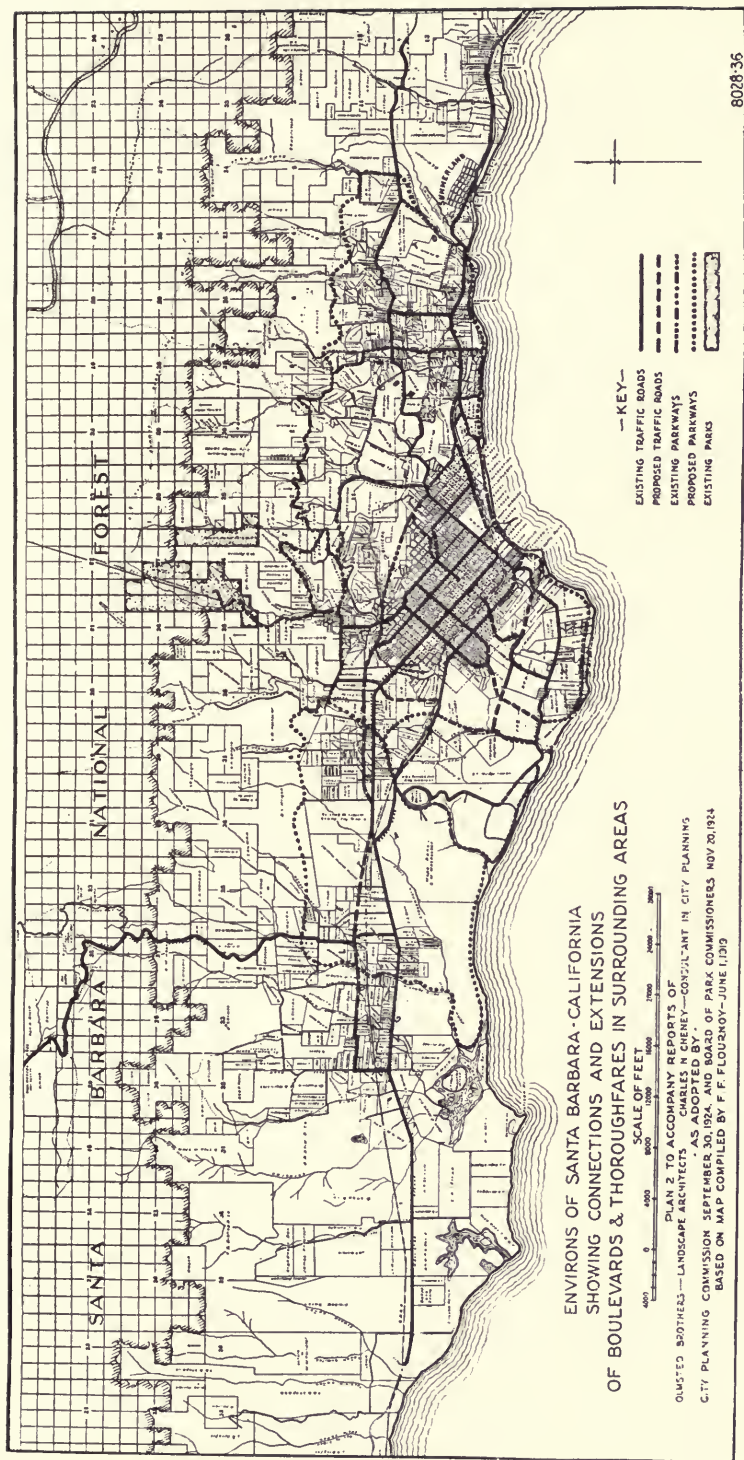
There has been an increase of more than 130 percent in the number of people living in zoned cities and towns in the United States during the past four years. By the first of July of this year more than 26,000,000 people were living in 366 zoned municipalities as against the less than 11,000,000 people in 48 cities and towns in September 1921. The number of zoned municipalities thus increased more than seven times during the four year period. The above statistics have been compiled by the Division of Building and Housing of the Department of Commerce.

Twenty-seven of the 33 largest cities in the United States, having populations of over 200,000 inhabitants, have now adopted zoning ordinances, the latest being Denver. The advantages afforded by zoning ordinances have resulted in the rapid spread of the zoning movement, shown by a comparison of the number of zoned municipalities at different dates. The 48 cities and towns zoned in September 1921 were increased to 159 municipalities on January 1, 1923, while on January 1, 1925, there were 320 municipalities zoned.

An analysis of the 46 places reported zoned during the first six months of 1925 shows three cities having more than 100,000 population each, namely: Denver, Colorado; Hartford, Connecticut; and New Bedford, Massachusetts. There are also ten cities having less than 100,000 but more than 25,000 population; and 33 cities, towns and villages having less than 25,000 inhabitants.

During the first six months of this year zoning legislation was enacted by Arizona, Idaho, Maine, New Hampshire and Utah, which heretofore had been without zoning laws. Four of these five states used the Department of Commerce "Standard Act" wholly or in large part in drafting their laws. In addition a number of other states made use of the "Standard Act" in legislation supplementing, and broadening the application of their existing zoning laws.

The list of state laws and zoning ordinances enacted reported during the first six months of 1925 may be had by writing to the Division of Building and Housing Department of Commerce, Washington, D. C.



From the report on Major Traffic Street Plan, Boulevard and Park System,
for Santa Barbara, fortunately published before the recent disaster

THE ZONING SITUATION IN BALTIMORE

A comprehensive zoning ordinance was passed by Baltimore in May 1923. It was an ordinance not unlike many others,—in fact, similar to those of New York and Milwaukee, and very similar to at least one hundred other ordinances now in force and some of which have already been declared constitutional in other states.

The Baltimore ordinance and maps were given great publicity. A most intensive educational campaign was carried on for over a year and a city council of forty-two members passed the law unanimously. Exhaustive studies were made of existing uses of land and buildings, heights of buildings and areas of land occupied. Density of population and its trends were charted. Major streets, traffic highways, street widths, grades, alignment, etc., were all considered.

Kind and quantity of traffic and its regulation formed an important factor in determining the district boundaries. Studies were made of sizes and location of water mains (including high pressure water service) for domestic consumption and fire protection, sizes and location of sanitary and storm water sewers, and finally the use, height and area districts were selected, not for esthetic reasons, but in accord with good engineering practice. A topographic map costing about two hundred thousand dollars was rushed to completion as a guide and foundation.

Railroad lines, terminals and street railway services were analyzed in relation to the general plan and incorporated in it. Parks and playgrounds had their appropriate place. Land values had their proper bearing on the whole. Density of population was regulated in a reasonable way to prevent slums and tenement districts in the future. Studies were made of death rates throughout the city and of other health considerations including light, air, sunshine, dust, noise, injurious odors, gases, and vapors. Open spaces between buildings on front side and rear were charted and appropriate regulations were made to require open spaces for admission of light and air in buildings, accessibility for fire fighting, and to permit a fairly accurate determination of sizes of storm water sewers.

Locations of schools, police stations, fire houses and all public and private utilities were weighed carefully in the location of districts and in their regulations.

Notwithstanding so exhaustive and technically accurate a piece of work, the incalculable millions of dollars the people of the city would save, and the health, safety, convenience, prosperity, and general welfare accruing to them, the Court of Appeals of Maryland in February 1925 declared the use provisions of the ordinance unconstitutional. Notwithstanding the fact that the locations of districts were based on all of the things which normally come within the purview of the police power, they were nullified because, the court said, that there was apparently nothing in the language of the ordinance which showed that it related to health, safety and general welfare. There was an able dissenting opinion by two of the judges of the court which favored the constitutionality of the ordinance.

An emergency ordinance was passed by the city council several days later which permits the Inspector of Buildings, at his discretion, to approve or disapprove permits for all uses all over the city (dwellings excepted). Anyone dissatisfied

with his action may appeal to the Board of Zoning Appeals. The height and area regulations of the former ordinance were not passed on by the court and the same board created under that ordinance is still functioning. As it now works each application must be passed on individually and almost from the nuisance point of view. The Board gives reasons such as fire, health and traffic hazards in disapproving permits together with "menace to the general welfare".

A newly appointed Zoning Commission has already made a tentative report to the Mayor that "it seems that a comprehensive zoning ordinance with use district maps cannot be had without an amendment to the state constitution". There are some able lawyers in the city who yet believe that some kind of ordinance establishing districts can be passed which may meet with the approval of the court.

There is now being organized in Baltimore a movement to secure a constitutional amendment to permit zoning. The Real Estate Board, the Allied Improvement Associations, the Association of Commerce and other organizations are all active, even to the extent of suggesting a special session of the legislature in order to submit the question to the voters at the next state election in November 1926.

The people of Baltimore want zoning. They come over one hundred strong at nearly all weekly meetings of the Board of Zoning Appeals. They represent all sections of the city and all classes of people, both rich and poor. The newspapers are hearty and enthusiastic in their support and generous with their space. The new Zoning Commission is making studies and it is to be hoped a new comprehensive ordinance will again be in effect in the next two years.

JEFFERSON C. GRINNALDS,

*Secretary, Board of Zoning Appeals,
Secretary, Zoning Commission.*

ADVICE FROM OKLAHOMA

If I were to give a few words of advice to any community becoming interested in City Planning, it would be:

1. Enlist the whole-hearted support of your business leaders and the governing body of your city.
2. Have a regularly constituted City Plan Commission with definite authorization by ordinance, backed up by as much city and state legislation as it is possible to obtain.
3. Have a live committee from the Chamber of Commerce devoted to the proposition of fully acquainting the public with the plans as developed. In other words, a publicity organization to sell the Plan to the community, because in the final analysis it must be supported by public opinion in order to secure its execution.
4. Provide proper funds and engage well qualified City Planning talent to direct the preparation of the Plan.

I can assure any Chamber of Commerce that will take the lead and follow this course that it will find City Planning one of the best activities it has sponsored and one that yields the greatest returns for the city. More and more prospective business institutions are going to consider, in addition to freight rates and trade territory, the transportation facilities and the public utilities you have provided or planned for them. Even now the heads of larger industries, in considering a location, are taking into account not only your existing facilities but your plans for a more efficient and comfortable city in which to carry on industry and business and a more attractive and healthful city in which their employees will want to live. In the future it is going to be more and more true that the ambitious man seeking a home for his family will be attracted to the well planned city affording proper living conditions—homes with plenty of light and air, with ample parks and playgrounds. Just as he is attracted by good schools and churches he will be attracted by the city that is well planned for efficient industrial and commercial operations and by the city with fine public buildings and beautiful boulevards of which he can properly be proud. Every man likes to be able to say, as did St. Paul, "I am a citizen of no mean city".—Summary of an address before meeting of Southern Commercial Secretaries.

WILLIAM HOLDEN,
*General Secretary of Chamber of Commerce,
Engineer-Secretary, City Plan Commission of Tulsa.*

FOUR THOUSAND SQUARE MILES OF REGIONAL PLANNING FOR THE SAN FRANCISCO BAY REGION

The Regional Plan Association of the San Francisco Bay Counties is the outgrowth of a movement inaugurated by the City Planning Section of the Commonwealth Club of San Francisco. Its beginning dates back to April 11, 1924, when a Regional Planning Conference was held under the auspices of the club in their assembly hall. The conference was attended by a number of prominent citizens from the principal towns and cities in California. Some well known authorities on city and regional planning were also present from other states in the Union and participated in the program. The principal speakers were George B. Ford, New York City, President, National Conference on City Planning; Edward M. Bassett, Zoning Counsel for the City of New York, and leading authority in the United States; Flavel Shurtleff, Secretary, New York Regional Plan Association; Harland Bartholomew, well known city and regional planning consultant, St. Louis, Missouri; Hugh R. Pomeroy, Secretary, Los Angeles County Regional Planning Commission; G. Gordan Whitnall, Director, Los Angeles City Planning Commission; Clyde M. Healey, assistant city engineer of San Francisco, and Fred E. Reed, Oakland, California, vice-president, National Association of Real Estate Boards. Others prominent in civic affairs who took part in the program were; Hon. Frank D. Stringham, Mayor of Berkeley, California; Clyde M. Seavey, President, California

State Railroad Commission; Harvey M. Toy, Chairman, California Highway Commission; Professor Samuel C. May, Department of Political Science, University of California, and Charles H. Spear, President, Board of Harbor Commission, San Francisco.

This conference not only served to familiarize the public mind with the needs of establishing a regional plan for the San Francisco Bay region, but it specified certain important and valuable principles which are essential to the successful development of the plan.

Immediately following this conference, C. J. Rhodin, the Chairman, appointed a special committee to investigate the progress made in regional planning in other cities throughout the United States and the probable benefits of such a movement in the San Francisco Bay region. After extensive investigations, the committee disclosed the fact that while in all probability no region in the United States has greater possibilities for new developments or more immediate pressing regional problems, the San Francisco Bay region is one of the very few large metropolitan centers which are not engaged in more or less broad planning for the future. Cosmopolitan cities, such as New York, Philadelphia, Boston, Cleveland, Buffalo, Detroit, St. Louis, Chicago, and Los Angeles, have made or have under preparation regional plans for their respective metropolitan districts varying in radius from ten or fifteen to fifty miles, and including in one instance as many as twenty counties and more than one hundred towns and cities. The committee urgently recommended that a comprehensive program, calling for the development of the Bay region, be formulated.

The primary purpose of the Commonwealth Club and its twenty-eight various sections, being one of research rather than of actual development, that organization naturally insisted that a group of prominent citizens and experts develop their research work. A number of public spirited citizens of the Bay region were immediately drafted for the work and an organization committee was selected to formulate a plan for the creation of the Regional Plan Association. This committee nominated as temporary officers and members of Executive Committee, President, F. Dohrmann, Jr., prominent business man of San Francisco and President of the Board of Education; Hon. Frank D. Stringham, Mayor of Berkeley, California, 1st Vice-President; Mrs. Parker S. Maddux, member City Planning Commission of San Francisco, 2nd Vice-President; A. J. Mount, Senior Vice-President, Bank of Italy, Treasurer; C. J. Rhodin, Consulting Engineer, Chairman City Planning Section of Commonwealth Club, Oakland, Executive Secretary; Marshal Hale, prominent merchant of San Francisco; Hon. Jas. D. Phelan, formerly United States Senator and Fred E. Reed, realtor, Oakland, members of the Executive Committee.

Headquarters were established in San Francisco in February of this year and an adequate staff is at present employed to compile and coördinate preliminary data as required.

Harland Bartholomew, St. Louis, Missouri, has been engaged by the Executive Committee to make an exhaustive survey of physical, economic, industrial, social and living conditions of the nine bay counties in order that the needs of the district

can be intelligently determined. The survey will be followed by thorough studies and the preparation of a comprehensive plan. Both survey and studies will be under the direction of the Executive Committee and the Association's engineering consultants.

It is the purpose of the Executive Committee to give the communities included in the San Francisco Bay Region the most competent engineering and planning advice obtainable.

The territory as tentatively defined covers an area of approximately 4000 square miles including fifty-nine incorporated municipalities and having a total population at the present time of about 1,500,000 people, that section of Northern California which, at the present time, is making rapid growth.

JOHN F. KENNEDY,

Field Secretary, Regional Plan Association.

PLANNING THE CHICAGO REGION

In the Chicago Region the problem of regional planning is being approached in a manner somewhat different from that usually followed. The Regional Planning Association has not immediately set up a technical staff with instructions to make necessary surveys and prepare final plans.

Under the direction of D. H. Burnham, in whose father's mind the Plan for Chicago was conceived and prepared, the Regional Plan for the larger area is first coördinating the various public works and activities which are already going on, throughout the territory within a circle of about a fifty mile radius from Chicago's Loop.

Into small groups of men are being gathered those who have had the greatest experience in road building, in zoning, in the planning and construction of public utilities and in establishing parks, forest preserves and playgrounds. These men are bringing to the small committees of which they are members, not only their experience, but the official capacity to actually carry out any plans that may be made. Charged by law to plan and construct, these men cannot wait for the Regional Plan to advise them about a future program. They have been planning for years, they are building now, and will continue to build whether there is a comprehensive Regional Plan or not.

Realizing the value of a coördinated and a comprehensive regional plan, they themselves have banded together into committees of the Regional Planning Association to build the groundwork of the future ideal plan. Too often planners approach the subject of city and regional planning as if the field were entirely free. As a result the plan is sometimes futile because only a small part of it has the whole-hearted support of the public officials in charge of construction. When these officers themselves set out to devise a plan, and guide the technical staff of their own selection in its preparation, it is already a partly accomplished fact.

Accordingly, standing committees have been formed which include the best informed local experts on Highways, Railways, Water Transportation and Airways,

on Drainage Sanitation and Water Supply, on Parks, Forests and Playgrounds, on Public Health and other main subjects for which future plans can be laid.

Besides the Chicago Plan, there are some thirty-odd city and village plans in effect in the Chicago Region. Their proposed street extensions and the present and proposed systems of all other municipalities are being fitted into the composite highway plan along with the road systems as planned by the three states and twelve counties. Already most of the state and county highway programs have been charted on the master map, and the committee on Highways is now engaged in working out of these programs a more comprehensive plan and schedule of construction.

Closely related to the highway construction program is the preservation of wide enough rights of way. A Committee on Subdivision Plats and Zoning, in coöperation with the Committee on Highways, has drafted a set of subdivision regulations, designed to preserve rights of way of adequate width for future highway traffic. In July, 1925, the County of Cook adopted these subdivision regulations and is now maintaining wide rights of way as subdivisions are platted along the major highway system. Other counties are revising that set of regulations to suit their particular needs. Next, the municipalities are being shown that similar regulation, standard throughout the region, is advisable.

While these many working plans are being compiled, the fundamental survey of the Region is going forward under the direction of a special committee. Its work is divided into three major sections:

1. Physical Survey
2. Economic and Industrial Survey
3. Population Forecasts, or Vital Statistics

While each of these surveys is dependent upon the other two, each has a particular function and objective. The Physical Survey will complete the accurate base physical maps of the region, upon which all other committees will found their studies. The Economic and Industrial Survey will trace the history and forecast the future of the most important industries of the area, all in coöperation with officials of these industries. The Population forecasts will be a compilation of such forecasts as are made by the various public utility companies and others.

Then, with such basic information available to all committees alike, the individual studies will proceed. In the meantime each committee will have studied the present situation in its own field, and will be ready to aid in the building up of the necessary technical staff with full knowledge of the special problems and an accurate idea of just what technical advice is needed.

Making first a sort of patchwork quilt of the many existing and operative plans may seem to be an unusual way to plan a region. Our Directors feel that the broad purpose of Regional Planning will best be accomplished by having the many fine technical and lay men, who are the Federal, state, county and municipal officials throughout the Chicago Region, serve on these committees and inspire and teach each other to plan with broad vision of the future.

ROBERT KINGERY,

Secretary, Chicago Regional Planning Association.

REGIONAL PLANNING AROUND WASHINGTON

Regional planning is just what the National Capital has everything else but,—except city planning, which has long been equally conspicuous by its absence.

Witness a famous plan by L'Enfant covering one sixth of the present District of Columbia,—a gridiron plan with radial arteries superimposed. Witness this plan geometrically extended to the north until halted and disbanded on straight line boundaries at 45° to the gridiron lines; and, to the south until stopped by the River Potomac. This Potomac, in devious ways, has served its country well.

Witness the northerly boundary; on an imaginary line, a great boulevard going from nowhere to nowhere else regardless of topography, or passing interest or of any objective except the great Northwest, advancing until it reaches the imaginary diagonal of an imaginary square where it executes a "Left turn,—March!" And heads for the great Southwest.

"Napoleon had an army of a hundred thousand men

He marched them up a hill, and then he marched them down again."

Napoleon knew what he was doing. So did L'Enfant. But neither one would have so absolutely disregarded contours, lines of communication, differentiation in development, common sense and other ingredients of planning—city or regional.

What happened in the Great Beyond? For years, nothing; then mushroom communities, sans souci, sans coördination with District plan, sans building regulations. Finally, to the north, a "Maryland Suburban Sanitary Commission" to look after water supply and sewage disposal—and incidental to these utilities, the adjustment to them of street layouts—good, sensible residential streets adapted to contour but not related to the District scheme. Finally, to the south—nothing until this very day. And what is happening now is merely a realization of error manifested in depreciated real estate values from which Virginia citizens committees are groping to extricate themselves; with more than an even break that their corrective measures will be small town stuff moved by the leading realtor and seconded by the local gardener, instead of broad gauge planning by trained men.

The net result is this: whereas one would naturally expect, in approaching the National Capitol, to thrill at some magnificent distant vista of the glowing dome or the aspiring shaft, in reality the approaching pilgrim honks his devious passage through ambiguous village streets inquiring which way to turn next. From the Proud North, he finally lands by a roundabout way at a radial avenue leading directly to the Capitol itself and marked by a lovely yellow brick comfort station planted in the center of the parkway; from the Proud South, by a desperate spurt, he breaks through the dusty brickyard zone and the smelly refuse disposal zone and then dodges a trolley pit just when he is beginning to breathe freely once more. Or he may, perchance, find the costly new bridge dropped by one governmental agency as a direct challenge to another and to the State of Virginia to find ways for traffic approach. This coördination in planning is a great game,—especially if you play it with a deck stacked by existing conditions.

It is no longer a new thing,—the concerted effort of the civic groups and of the planning professions begun last year to correct these flagrant violations of planning in the National Capitol. The Architects, the Landscape Architects, the Engineers, the Town Planners, the Garden Clubs of America, the American Civic Association—all, through their national organizations are working for the enactment of legislation to bring the best planning talent of the country to the service of the country, as a free offering, to correct the existing conditions as far as may be possible and to prevent the repetition of similar errors.

A new movement is being started by the Washington Park Commission to set up an informal committee of various local interests to meet immediate conditions and to stimulate interest. In so far as this is regarded as a step towards larger things, it should have wide support. But if it offers any such unauthorized, unregulated and belated coöperative effort by the very agencies responsible for the mistakes of the past as a substitute measure for the best that the Nation can give, then it is just as much a small town proposition as the village cure-all who knows all that is necessary of "artitectur, landscape artistry and city plan layouts."

And yet, there is a field for the activity of any man or woman in the development of the National Capital—and that is by helping to place responsibility in responsible hands and in upholding them. The Unknown Soldier belongs in heart to many a proud mother; the greater Capital of the future, the Capital that even now is bursting with its possibilities, that stimulates pride in country, may yet result from the effort of some unknown man or woman who believed and gained expression for his convictions through the one needed voice in Congress.

This is the time. The opportunity will come at the next session of Congress in the measure for "The Federal City Planning Commission."

HORACE W. PEASLEE, *Chairman,*

American Institute of Architects' Committee on Plan of Washington and Environs.

TOWN PLANNING IN FEDERATED MALAY STATES

Recent developments in town planning in the Federated Malay States were referred to by His Excellency the High Commissioner (Sir Laurence Guillemard) in his annual address to the Federal Council at the close of 1924 when he stated:

"The publication of the town planning rules on September 18 this year marked another important and essential step forward for bringing into operation the provisions of the Town Planning Enactment, 1923. Various improvements and results obtained to date in different parts of the Federation show that the Government has already made considerable advance towards the carrying-out of its permanent town planning policy. This policy is consistent with similar developments in Great Britain and other parts of her overseas dominions, and is destined to have a far-reaching influence in promoting much desired improvements in the urban life of this country."

The F.M.S. Government Gazette of 28th November, 1924, announced the statutory appointment of Mr. Charles C. Reade A.T.P.I. as Government Town

Planner under the new Enactment. Mr. Reade (who was formerly associated with the Garden Cities and Town Planning Association of Great Britain) went to the Federated Malay States early in 1921 at the invitation of the High Commissioner and with the aid of the present Chief Secretary (Sir George Maxwell, K.B.E., C.M.G.) has since taken a responsible share in securing legislation relating to Town Planning, Valuation of Land, etc. Previously he held the position of Government Town Planner, South Australia, between 1916-21 when a Department of Town Planning similar to that in the Federated Malay States was created and which is now in operation. The Secretary of State for the Colonies of Great Britain (The Rt: Hon: E. S. Amery, M.P.) has since confirmed the new appointment of Government Town Planner, Federated Malay States on a permanent and pensionable basis.

Between April and August Mr. Reade has been visiting the principal cities of China, Japan and the United States* before going on holiday to Great Britain for the remainder of the present year. Mr. S. K. Sibbald A.M.I.C.E., A.M.T.P.I., will act as Government Town Planner during his absence.

TRAFFIC PROBLEMS STIMULATE CITY PLANNING

In a rapidly growing number of cities and villages, where city planning has not heretofore appealed greatly to the conservative and "hard-headed" majority, acute problems of traffic relief and highway safety are forcing a new point of view. Aroused by costly congestion in the streets or by an intolerable increase in traffic accidents and deaths, official and unofficial groups are struggling to find the way out. And they are acquiring a liberal education in the process. The sequence of events, especially in the smaller cities and larger villages, is likely to be something like this:

The chief executive of the municipality, with some inkling of the complexity of the problem, summons a group of public spirited citizens and asks them to serve as the Mayor's Committee on Traffic Relief. When the members begin to analyze the task assigned to them, they discover that they must give thought both to (1) traffic regulation and (2) traffic facilitation. They then discover that both of these main subdivisions of the problem must be further subdivided for adequate consideration. Traffic regulation is found to be partly a matter of control through (1-a) traffic ordinances and rules and (1-b) mechanical devices and traffic officers; and (1-c) a matter of the education of automobile drivers and pedestrians as to proper use of the streets. Facilitation of traffic also divides itself into subdivisions,—(2-a) making the best use of existing highways, and (2-b) providing increased space for growing traffic needs.

When this stage of the discussion has been reached, if there is someone in the group who has given an occasional thought to city planning, he will point out the fact that the proper development of a highway and transportation system is the most fundamental basis of a city plan. If the municipality already has a city

* CITY PLANNING expects to publish Mr. Reade's impressions of American cities in the January issue.

planning commission, which perhaps has been slumbering more or less on its job, he will urge that the new Committee on Traffic Relief, instead of duplicating the work of the City Planning Commission, should appoint a sub-committee to confer with the latter in behalf of more effective consideration of problems of traffic relief. On the other hand, if no official city planning body already exists in the municipality, it will be recognized that a unique opportunity is now afforded to create public opinion for the appointment of such a commission.

The Traffic Committee, official or unofficial, which attempts to cover all five of the phases of the problem just analyzed, will be assuming too great a task; but in many of the smaller municipalities it would be possible for such a committee to render exceedingly valuable service under the first four headings, and to become a stimulating force for adequate consideration of subdivision (2-b) by a city planning commission which shall employ expert advice for study and action in behalf of a comprehensive city plan.

H. S. B.

NATIONAL CONFERENCE ON STREET AND HIGHWAY SAFETY

The second National Conference on Street and Highway Safety under the auspices of Secretary Hoover will be held in Washington in November. The four committees of the Conference met in Washington the latter part of July to prepare reports. These committees and their chairmen are as follows:—

Committee on Uniformity of Laws and Regulations, General Nathan W. MacChesney, President, National Conference of Commissioners on Uniform State Laws, Chicago; Committee on Enforcement, Hon. William McAdoo, Chief City Magistrate, New York City; Committee on Causes of Accidents, Dr. Walter V. Bingham, Director, Personnel Research Federation, New York City; Committee on Metropolitan Traffic Facilities, Hon. F. A. Delano, President, American Civic Association, Washington, D. C.

ZONING ROUNDTABLE

Conducted by EDWARD M. BASSETT

HOTELS

How about hotels? Should any kind of zoning district be protected against them? Some cities would answer yes emphatically. They would say that hotels are for commercial men and tourists, they attract crowds, they require deliveries of food supplies and the removal of waste. These cities that look on zoning mainly as an invention to insure high-class one-family house districts usually reflect the wish of the well-to-do citizens who want schools, provided they are several blocks away, who admit hospitals are necessary but want to exclude them from the best districts. Some cities have even excluded churches from these ultra districts. Of course, the best citizens want churches but they sometimes want them outside of the exclusive domains. However, schools, hospitals and churches need quiet. They should not be pushed off into the less attractive or noisy districts. Every kind of community needs them. Restrictions in deeds may properly be employed to prohibit such structures. But it is a far cry to ordain that the health, safety and morals of a community justify their exclusion.

Again how about hotels? When one stops to think about it, they are a little nearer the borderline. There is a business element about a hotel that a school, hospital or church does not have. On the other hand, a family or tourist hotel rightly seeks to be in a quiet and attractive location. The best residence district is none too good. When prosperous parents have brought up their families and decide to quit housekeeping, they often seek a family hotel where the management will free them from the cares of keeping servants, cooking the food, repairing the home. Why should they be compelled to go to a noisy business district or the least attractive part of their city? May not a city hurt itself if it bars out quiet and attractive family hotels? A city having a remarkable lake-front bluff has zoned the entire bluff for residences and excluded hotels. Some day it may regret that it has hurt its own future. If our police power zoning had been employed to force hotels into inferior locations, the whole world would have a poor opinion of Lugano, Stresa, Lucerne, Geneva, Eastbourne and Torquay.

Some one will say that the situation can be adequately provided for by the board of appeals allowing an occasional hotel in the best residence districts. But the board could not grant a variance for a hotel under the head of unnecessary hardship because the applicant could not show that his plot was unsuitable for a private residence. Moreover what the board allowed for one, it should allow to all who are similarly situated. Cities that insist on excluding hotels from the most attractive residence districts will do well to give a specific power in the ordinance to the board of appeals to permit family hotels in all residence districts.

Greater New York has only one kind of residence district. Further segregation is accomplished by the requirements of the area map. Accordingly hotels and apartment houses can be built in any residence district provided they have the required open space around them. This automatic requirement tends to prevent hotels and apartment houses in E and F districts on the area map. Westerly, Rhode Island, allows hotels in every residence district but requires 1,000 feet of lot space for each sleeping room.

The private home owner is everywhere inclined to expect too much from zoning. He pushes the officials too far. Sometimes this tendency appears in excluding hotels, hospitals and schools, sometimes in excluding industry from proper locations. The home owners probably cannot be blamed, but officials are blameworthy in not standing for the welfare of the city as a whole.

E. M. B.

WHAT IS CITY PLANNING?

Although city planning consists in the setting aside of land areas for different purposes by the community,—that is, the determination of suitable legal qualities of land areas,—the city planner should be much more than a map maker. How shall he lay out streets unless he has the ability of the traffic engineer? How shall he advise the right places for parks and boulevards unless he has the ability of the landscape architect? How shall he locate railroads and rapid transit routes unless he knows railroading and the scientific distribution of population? How shall he prepare systems of water supply and sewerage unless he has the ability of the civil engineer? How shall he shape open places, block sizes, street foci and sites for public structures unless he has the ability of the architect? How shall he determine the zoning of buildable land unless he has the ability of these creative professions?

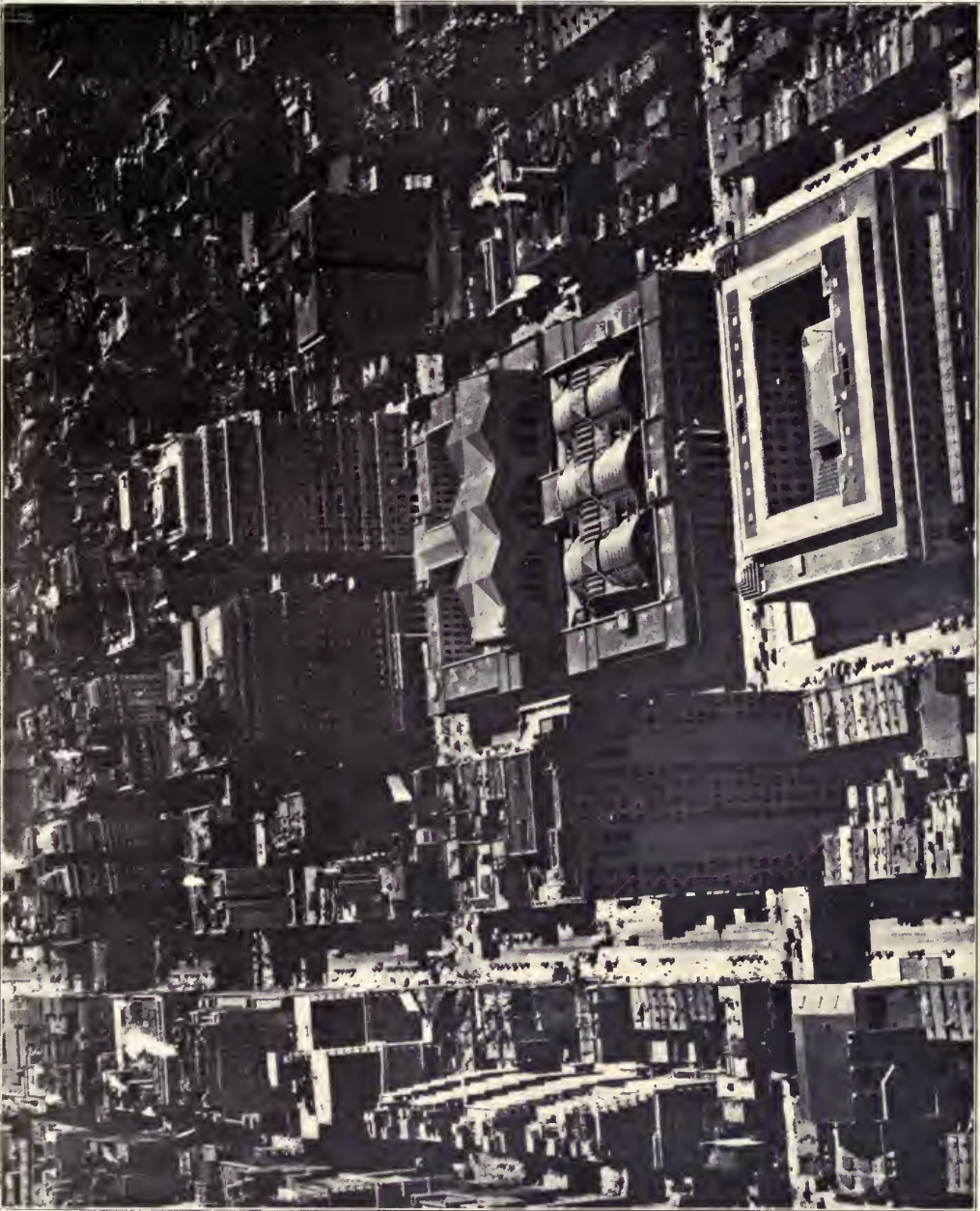
The city planner is not necessarily an architect. Nor a civil engineer. Nor a landscape architect. Nor a composite of all of them.

The city planner is the maker of the dynamic city map. It is city planning to impress the park quality on a definite land area; it is landscape architecture to design its treatment. It is city planning to impress the street quality on a strip of land; it is municipal engineering to design the sidewalks, roadways and paving. It is city planning to lay out a civic center; it is architecture to design the public buildings.

City planning is not new. It is as old as farming. We seek better methods of farming and also of city planning.

As city planning is the determination of different legal qualities of land areas, all city planning is futile which is not adopted by a legislative body.

E. M. B.



Courtesy of Airmap Corporation of America

Some Results of Zoning about the Pennsylvania Station and Hotel, New York City

INSTITUTE NEWS

Conducted by FLAVEL SHURTLEFF, Secretary

INSTITUTE MEETING AT DETROIT ON SUBDIVISION REGULATION

The Detroit meeting, June 23 and 24, was thoroughly worth while if for no other reason than to get the ideas of city planners more accurately before the leading subdividers of the country, and to get the practical difficulties of the realtors before the city planners. This was accomplished in a general way by the address of George B. Ford before the Subdividers' Section of the National Association of Real Estate Boards, where about one thousand subdividers of the country heard good city planning doctrine, and in more detail at the dinner, where about fifty real estate subdividers sat down with the members of the City Planning Institute and talked subdivision and zoning.

At the technical or membership session of the Institute, to which the subdividers were invited, the subject "Subdivision Regulation" was considered under three heads: (1) *A State Enabling Act*; (2) *A Master Plan and Its Relation to Unbuilt Areas*; and (3) *Canons of Practice*.

MR. BETTMAN, in speaking to the first subject, said that he would make a "somewhat loose, casual and tentative presentation of the sort of things that had better be in the State law".

The regulating authority, in his opinion, should be in the first instance the city plan commission, which should have jurisdiction in the city and for at least three miles outside. In cases of conflict of jurisdiction in the three-mile territory, the nearest city should have control. As soon as possible a regional plan commission should be established under state law, with jurisdiction over all territory both within and without the municipalities making up the region.

Definite procedure should be set out in the Act. The regulating authority should adopt, after public hearing, specific regulations, and every rejection of plat should be because of a violation of one or more of these regulations. This procedure is essential to avoid the charge of arbitrariness. Action on all plats should be prompt and non-action within a period of say thirty or forty days should be tantamount to approval.

The scope of the regulating board should include at least: (a) The adjustment of the street system of the plat to the street system of the region; (b) The adequacy of the street system for the needs of the subdivision; (c) The size of lots and blocks; (d) Open space for local parks and playgrounds.

This last feature should be most carefully guarded. Mr. Bettman believed that it was well within the police power to require a certain percentage of open space in residential subdivisions of a certain size *for the benefit of the residents of the subdivision*, but in no case should there be an insistence on the dedication of

such space to the general public. Any space for general public enjoyment should be paid for out of public funds. Just what the size of the subdivision should be, or what percentage should be reserved would vary with specific cases, and would depend largely upon the character of the topography and the specific needs of the subdivision.

If the subdivision is within a zoned territory and the subdivider desires a modification of the zoning regulation, the plan commission should recommend any changes, but final action on this should be by the legislative body which adopted the zoning ordinance in the first instance.

It would be well to have the regulations adopted by the plan commission recorded in the County records, and there should be no right to record any plat and no sales from that plat until it is officially approved. No public utility should be provided in an unaccepted plat and no connection with public utilities should be permitted.

As to review of plan commission acts, there is always allowed an appeal to the courts, and consequently there appears to be no need of inserting a provision in the Act, but any review by the courts should be merely of the question of legality of the commission's acts. The courts should give answer to such questions as: "Did the plan commission exceed its jurisdiction?", or "Did it proceed in accordance with law?" Specific questions of physical layout should not be decided by the court since it has neither the knowledge nor special fitness for such decision.

MR. HALDEMAN, in discussion, suggested the advisability of having the major thoroughfares and the park system planned by a state authority such as a state highway commission or a state park commission, in order to have the power of the state behind the plan and to avoid conflicts between municipalities.

MR. NOLEN proposed the inclusion of a railroad and transit plan and a plan for local centers in the master plan for the region, but Mr. Bettman thought that the local center would be taken care of by the zoning and thoroughfare plan and that to add even such an important matter as railroad locations to the master plan was not as essential as to get a competent agency at work promptly on the regulation of subdivisions.

MR. WHITTEN, in presenting the question of unbuilt areas, the second topic for discussion, said that in general he believed that the city plan commission or the regional plan commission should go much further in its guidance of development in unbuilt areas; that the important matter was the setting out in the master plan of the best use of given areas, as determined by many things, especially by topography, by accessibility to rail or water carriers, by the use of surrounding areas. With the adoption of a master plan, subdivision regulation should not wait upon the presentation of a plat for approval, but all subdividing into building lots should be in accordance with the master plan and sales of land which violated it should be forbidden. He saw no reason for differentiating between zoning and planning. It was all comprehensive planning and the more comprehensive a plan was, and the more specific it was, the fairer it was to the subdivider and consequently the easier it would be to enforce.

Mr. Whitten was opposed to fixing the percentage of any subdivision which should be reserved for open space, for park and playgrounds or for determining

in what size of subdivision such reservations should be made. He would give the plan commission discretion in this matter. Likewise he differed from Mr. Bettman in giving the plan commission power to change the zoning regulations to suit the needs of the subdivision. In general he felt that the ordinance under which the plan commission worked should lay down only general principles and not attempt to set exact standards. He differed sharply from Mr. Bettman in the matter of a review of the plan commission's acts. He would have established, if possible, an expert state authority with power to review the entire record of the plan commission, or failing this, would give the courts such power. He raised the question whether it would not be wise to compensate owners who might be damaged by the carrying out of the comprehensive master plan instancing cases where land might be desired for parks, forest preserves, open belts about towns, etc.

In reply, MR. BETTMAN feared Mr. Whitten was substituting an official subdividing agency in the place of the individual sub-divider and warned against going too far because of the tradition of individual property right and of the danger of the abuse of power by the public agency. On the question of compensation, he said that the right of the public to buy or condemn land for public use should not be confused with the right to secure under the police power sufficient open space for the use and enjoyment of the residents of each subdivision.

MR. KNOWLES opposed giving the court the right of full review of the plan commission's acts, and MR. FORD felt that it was imperative to include in the Act certain standard regulations which would control the decisions of the plan commission. He agreed that they might be given power to adjust in special cases.

On the question of canons of practice in subdivision control, MR. NOLEN said that there were objections to rigid insistence on definite standards. For instance, standard street widths in residential plats might produce a dreary monotony of development and might prevent charm or distinctiveness and they might furthermore be uneconomical; provisions for park areas in each subdivision might produce scrappy, unrelated, and unfit parks or playgrounds. He suggested that standards should not be adopted except as a general guide to be used and, wherever necessary, varied in accordance with the judgment of the plan commission.

Before the commission accepts a plat all land essential to the park system should be set aside and not lotted. Where land is decidedly unsuitable for building and yet not necessary for the city's park system, it might be used advantageously as a local park, playground or allotment garden. In the same way, the city's need for public building sites in a given subdivision should be taken care of at the time the property is subdivided.

In closing, Mr. Nolen made three alternative suggestions as to the character of the master plan:

- (1) The city to make a complete plan which would be official.
- (2) The city to make an official general plan and an unofficial local plan, the latter to be made public but to be only a guide.
- (3) The local plan to be made by the City, but submitted to the owners of the given area for decision, the majority to rule and the city to have a vote proportional to its interest as represented in the plan; that is, in the streets and other public property.

F. S.

FEDERATED SOCIETIES ON PLANNING AND PARKS

The National Conference on City Planning has joined with the American Civic Association, American Institute of Park Executives, The American Park Society and the National Conference on State Parks in forming the "Federated Societies on Planning and Parks." Coöperation, not combination, is the keynote. The general offices will be in Washington, D. C. The constituent societies will maintain their present headquarters. Annual Club Membership in the Federation, at twenty-five dollars, entitles members to all publications of the societies including CITY PLANNING, THE PROCEEDINGS OF THE NATIONAL CONFERENCE ON CITY PLANNING, PARKS AND RECREATION, PROCEEDINGS OF THE NATIONAL CONFERENCE ON STATE PARKS and a CIVIC YEAR BOOK to be issued each January.

The officers of the Federated Societies are

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LEGAL NOTES

Conducted by FRANK BACKUS WILLIAMS

ZONING

THE reports of the sessions of the legislature in the states holding sessions in 1925 are now for the most part available. They show that zoning is continuing to spread in this country, a number of states having passed enabling acts, for the most part modeled on the act prepared by the Department of Commerce at Washington. Worth notice perhaps in this connection is the South Dakota law¹ providing for the imposition by private contract of restrictions similar to those contained in zoning ordinances. The statute seems to add little or nothing to the present powers of landowners to impose restrictions upon land belonging to them. Interesting also is a Michigan statute² authorizing the appointment of a board of appeals for the elimination of practical difficulties and unnecessary hardships in the administration of building codes, as is done in zoning.

Noteworthy among the zoning decisions is the Opinion of Justices³ in which the judges of the highest court of Maine give it as their opinion that zoning is constitutional in that state. Of interest everywhere is a Pennsylvania case⁴ passing upon building lines fixed by the police power, in accordance with the existing buildings on the street, as is so often provided for in recent zoning ordinances. Under the ordinance in question in the first area district "the minimum dimensions of yards and other open spaces, and the area of lot required per family housed thereon, shall be as follows: Front yard: (a) There shall be a front yard having a depth of not less than fifteen (15) feet.

"(b) When the front wall of eighty (80) per cent of all the buildings on one side of a street between two (2) intersecting streets have been kept back from the street line, no building hereafter erected or altered, shall be placed nearer to the street line than the distance established by the majority of the eighty (80) per cent at the time of the passage of this ordinance."

"The house is on Evaline street between Harriet street and Friendship avenue; in the same square and fronting on the same side of the street, are 29 houses (15 single and 7 double houses); an additional house in the square fronts on Friendship avenue and this house is built 2.2 feet from the street line of Evaline street; 4 houses are built back from 22 to 25 feet; the others are built back about 40 feet. All except the corner house fronting on Friendship avenue, have open front porches varying in width from about 7 to 10 feet, extending toward the street that distance.

¹Ch. 243.

²No. 371.

³128 Atl. 181.

⁴Appeal of Whitex from Board of Appeals of Pittsburgh, Superior Court, Western District, July 9, 1925.

"Appellants' principal contention is that section 32 (b) so construed is unconstitutional as depriving them of property without just compensation. They make no claim that the statutes authorizing the enactment of the zoning ordinance are unconstitutional but expressly limit their condemnation to part of section 32. . . .

"The ordinance purports to zone the entire city,—built-up as well as unbuilt. Section 32 (b) establishes a building line on streets wholly or partially built up. Consideration of the section will disclose that the line may be further back from the street line on one side of the street than on the other, and even on the same side of the street its distance from the street line may vary in different squares, its location depending wholly on how far back (if at all) a house or houses had already been built,—and if but one house had been built, its line would seem to control all the other lot owners. If no house has been built, 32 (a) would seem to require all builders to recede at least fifteen feet.

"The city has not exercised its power of eminent domain, and taken appellants' property between the street line and the house line on making compensation therefor. . . . On the contrary, the city contends that it has exercised the police power delegated by statute,— . . . 'for public welfare, safety and health, and generally the public benefit.' Such legislation 'must have some fair tendency to accomplish or aid in the accomplishment of some purpose for which the legislature may use the power': *Welch v. Swasey*, 214 U. S. 91, 105. We then inquire how any one of the specified purposes is promoted by prohibiting appellants or others so situated, from building on the forty feet of their land lying between their house and the street. We find no answer to the question in the City's brief. . . . Why should appellants not build as near the street line as the lot owner at the corner of Friendship avenue? why not exercise the right enjoyed by those on the opposite side of the street, who, we are told at the argument, had built to the street line? . . .

"In view of the haphazard results of the arbitrary municipal action expressed in the ordinance, it is helpful to consider what was said by the Supreme Court of a situation having essential elements in common with this, (in *Eubank v. Richmond*, 226 U. S. 137) where the police power was also put forward to justify an ordinance requiring the authorities to establish building lines on separate squares, not less than 5 nor more than 30 feet back of public streets and across private property at the request of the owners of two-thirds of the property abutting on a street. The court said: 'It leaves no discretion in the committee on streets as to whether the street line shall or shall not be established in a given case. The action of the committee is determined by two-thirds of the property owners. In other words, part of the property owners fronting on the block determine the extent of use that other owners shall make of their lots, and against the restriction they are impotent. . . . In what way is the public safety, convenience, or welfare served by conferring such power? The statute and ordinance, while conferring the power on some property holders to virtually control and dispose of the proper rights of others, creates no standard by which the power thus given is to be exercised; in other words, the property holders who desire and have the authority to establish the line may do so solely for their own interest or even capriciously.

Taste (for even so arbitrary a thing as taste may control) or judgment may vary in localities, indeed in the same locality. There may be one taste or judgment of comfort or convenience on one side of a street and a different one on the other. There may be diversity in other blocks; and viewing them in succession, their building lines may be continuous or staggering (to adopt a word of the mechanical arts) as the interests of certain of the property owners may prompt against the interest of others. The only discretion, we have seen, which exists in the street committee, or in the committee of public safety, is in the location of the line between five and thirty feet. It is hard to understand how public comfort or convenience, much less public health, can be promoted by a line which may be so variously disposed.' 226 U. S. 143.

"Section 32 (b) cannot be sustained as a lawful exercise of the police power in the circumstances disclosed in this record."

Most important are the cases relating to restricted residential districts. The validity of provisions creating such districts was a disputed point among the pioneers in zoning, the more conservative of whom limited themselves in use-zoning to the general residential district, differentiating it into classes by height and area restrictions. The readers of these notes for July will remember the California cases deciding in favor of the restricted residential use district in that state. Similar decisions have now been rendered in North Dakota,¹ Illinois,² Minnesota,³ and New York.⁴ The case in New York is especially noteworthy. There had been conflicting decisions on this point.⁵ The opinion in this case in the Appellate Division, rendered by a unanimous court, probably settles the law on this point in New York and it seems evident generally that the law in this country will support the restricted residential district.

OUTDOOR ADVERTISING

The increase in the number of statutes aimed at the abuses of outdoor advertising shows that the feeling against these abuses is continuing to grow. The statutes passed this year⁶ have as their principal object the preservation of a clear view of a railroad grade crossing, or at an intersection of traffic highways. These statutes do not hesitate to use language which might be interpreted as forbidding the erection of the obstructing bill board on private property; as, for instance, by prohibiting them "along" the street, or "in front of" the railroad crossing. There is no doubt of the fact that the objectionable board offends against public safety;

¹City of Bismarck v. Hughes, District Court, Fourth District, June 13, 1925.

²City of Chicago v. Nord, Municipal Court No. 1710500, before Judge Elmer, January, 1925.

³State v. Houghton, 204 N. W. 569.

⁴Application of Wulfson v. Burden, Inspector of Buildings of Mount Vernon, Appellate Division, Second Dept.

⁵In re 465 Lexington Ave. Inc., reported in the New York Times for June 10, 1925; 'Application of Headley v. Fennell, Superintendent of Buildings for Rochester, 124 Misc. 886, affirmed without opinion by the Appellate Division, July 2, 1925; Application of Wulfson v. Burden, Inspector of Buildings of Mount Vernon, Supreme Court, June, 1925.

⁶Michigan Nos. 92, 108; North Dakota Chs. 145, 181; South Dakota Ch. 186; Tennessee No. 87; Vermont No. 32.

but whether it is reasonable to prohibit it on private property without compensation when a building on the same site might be equally objectionable is an interesting question. Less open to attack, certainly, is the clause in the South Dakota law forbidding signs of which more than twenty per cent of the surface displayed is red; for it is no great loss to the advertiser to use colors, for the most part, less confusing to the motorist.

BUILDING LINES

Indiana has passed a statute¹ for the establishment of building lines by eminent domain.

EXCESS CONDEMNATION

Michigan has passed a joint resolution² for a constitutional amendment authorizing excess condemnation.

PLANNING COMMISSIONS

Indiana³ has amended her law for the appointment of city planning commissions by adding a provision that in counties in which there is a city of the first class, the county surveyor shall be a member of the commission. Iowa⁴ has also passed a planning commission law.

PARKS

Indiana⁵ has provided for the conversion of abandoned cemeteries into parks. Iowa⁶ has authorized cities to spend money to aid the state in purchasing a park in the counties in which they are situated. New Jersey⁷ has passed a statute for the appointment of county park commissioners. New York⁸ has authorized villages to appoint shade tree commissioners. Tennessee⁹ has appointed a state park and forestry commission and provided¹⁰ for the creation of corporations not for profit to buy land for public parks.

¹Ch. 206.

²No. 3.

³Ch. 178.

⁴Ch. 117.

⁵Ch. 212.

⁶Ch. 121.

⁷P. 536.

⁸Ch. 296.

⁹Ch. 55.

¹⁰Ch. 120.

REGIONAL PLANNING

Regional planning, which is making such progress abroad, is of late years receiving some recognition in this country, although it is by no means generally recognized as the only real cure for congestion and its many allied evils. In the April "Legal Notes"¹ some reference was made to legislation in a number of states looking toward the formation of compacts for the control of interstate and international rivers. During the last year similar legislation has been enacted by Montana,² New Mexico³ and Washington,⁴ Michigan has passed a joint resolution⁵ for the adoption of a constitutional amendment for the creation of metropolitan districts for the development of sewerage, water, light and transportation facilities. Finally in New York a general statute⁶ empowering counties and the towns, villages and cities within their limits to appoint regional planning committees and a similar statute⁷ applicable to the counties and local communities along the Niagara frontier have been passed. The laws relating to parks and planning commissions, noted above, in some cases, are also of importance in regional planning.

F. B. W.

¹P. 55.

²Senate Res. No. 8.

³Ch. 114.

⁴Ch. 8.

⁵No. 2.

⁶Ch. 539.

⁷Ch. 267.

BOOK REVIEWS & BOOK LISTS

Conducted by THEODORA KIMBALL HUBBARD

REFERENCES TO LAWS AUTHORIZING PLANNING AGENCIES FOR MUNICIPALITIES, COUNTIES AND REGIONS*

Compiled by the DIVISION OF BUILDING AND HOUSING,
U. S. DEPARTMENT OF COMMERCE, August, 1925

CALIFORNIA

Laws 1915, Chapter 428.

City Plan Commission for any Incorporated City or Town.

Henning's General Laws 1920, No. 716.

State Capital Planning Commission.

CONNECTICUT

Special Laws 1907 and 1909, No. 34 and No. 74.

City Plan Commission for City of Hartford.

Laws 1913, Chapter 243.

City Plan Commission for City of New Haven.

Laws 1913, Chapter 351.

City Plan Commission for City of New London.

Special Laws 1917, No. 133.

Town Plan Commission for Town of Windsor.

Special Laws 1917, No. 134.

Town Plan Commission for Town of Bloomfield.

General Statutes 1918, Chapter 26.

Any town may raise Town Plan Commission.

Laws 1921, Chapter 30.

Any Town, City or Borough may enact by laws or ordinances and enact or amend charter provisions relating to adoption of city plans.

GEORGIA

Laws 1924, Page 408.

City Plan Commission for City of Albany.

HAWAII

Laws 1923, No. 150.

City Plan Commission for City and County of Honolulu.

*In publishing this list it might be well to mention that the statutes listed authorize the establishment of plan commissions and describe their duties. Additional duties are sometimes permissive or required by other acts, as for example, in Illinois, Ohio, Oregon and Minnesota where the city plan commissions are empowered to act as zoning commissions under the terms of the state zoning enabling act. Commissions can be established in municipalities of some States by charter amendments adopted under home rule provisions, and commissions of semi-official or limited advisory character are set up in many cases without specific authorization under organic provisions.

ILLINOIS

Laws 1921, Page 260.

City Plan Commission for any City, Village or Incorporated Town.

INDIANA

Laws 1921, Chapter 209.

City Plan Commissions for Cities of all classes.

IOWA

Laws 1925, H. F. 383.

City Plan Commissions for Cities and Towns of all classes.

KANSAS

Laws 1921, Chapter 99.

City Plan Commissions for Cities of first class having population of more than 20,000.

KENTUCKY

Acts 1922, Chapter 99.

City Plan Commissions for first and second class Cities.

Baldwin's Kentucky Statute Service 1924, Section 2741 H.

City Plan Commissions for first and second class Cities.

MAINE

Laws 1923, Chapter 104.

Park and Recreation Commission for City of Portland with city planning powers.

MASSACHUSETTS

Laws 1921, Chapter 41, Sections 70-84.

City Planning Commissions for Cities and Towns; over 10,000 compulsory—under 10,000, optional. Boards of Survey for Cities only. Art commissions for Cities and Towns.

Laws 1923, Chapter 399.

Division of Metropolitan Planning within Metropolitan District Commission.

Acts and Resolves 1924, Resolve No. 55.

Connecticut Valley Regional Planning Commission.

MINNESOTA

Laws 1919, Chapter 292.

Department of City Planning in Minneapolis.

Laws 1921, Chapter 217, as Amended by Laws 1923, Chapter 364.

Cities of 50,000 or over and Cities of first class operating under home rule charters may adopt city plans.

NEBRASKA

Laws 1915, Chapter 213.

City Planning Commissions for Cities of metropolitan class. (Relates to Omaha)

NEW JERSEY

Compiled Statutes 1911-15, Pages 281-282, Sections 270-273, (Public Laws 1913, Pages 122-114.)

City Plan Commissions for Cities of first class.

Laws 1921, Chapter 218.

City Plan Commissions for Cities of second class.

Laws 1918, Chapter 185.

Giving Board of Freeholders county planning powers.

Public Laws 1915, Chapter 188 as amended by Public Laws 1916, Chapter 175 as amended by Public Laws 1920, Chapter 216.

Municipal Plan and Art Commissions for third and fourth class Cities, Boroughs, Towns, Townships and Incorporated Villages.

NEW YORK

Laws 1913, Chapter 699 as amended by

Laws 1920, Chapter 377.

Planning Commissions for Cities and Incorporated Villages.

Laws 1917, Chapter 505.

Amends Rochester Charter to create City Planning Bureau.

Laws 1920, Chapter 447 as amended by

Laws 1922, Chapter 544.

City Plan Commission for City of Syracuse.

Laws 1915, Chapter 109

Plan Commission for Westchester County.

Laws 1923, Chapter 863, Section 16.

Plan Commission for Nassau County.

Laws 1923, Chapter 694.

Bureau of Regional Planning in Department of Architecture.

NORTH CAROLINA

Laws 1921 (Extra Session) Chapter 169.

Plan Commissions for Cities and Towns.

OHIO

General Code 1921, Vol. 2, Sections 4366-1 to 4366-12, as

Amended by Laws 1923, Pages 80 and 275.

Plan Commissions for Cities and Villages.

Laws 1923, Page 310.

Regional Plan Commissions.

Charter of Cleveland, Section 77 (Williams, *Law of City Planning and Zoning*, Page 587)

City Plan Commission for City of Cleveland.

OKLAHOMA

Laws 1923, Chapter 177.

City Plan Commissions in Cities and Towns.

Laws 1923, Chapter 182.

Regional Plan Commissions in Cities and Towns.

OREGON

Olson General Laws 1920, Chapter 25, Sections 3862-3872.

City Plan Commissions for Incorporated Cities or Towns.

PENNSYLVANIA

Statutes 1920, Sections 2985-2991.

City Plan Commissions for first class Cities.

Statutes 1920, Sections 3720-3727 as

Amended by Laws 1921, Chapter 291.

Art Commissions and City Plan Commissions for second class Cities.

Statutes 1920, Sections 4379-4384 (See Section 4368)

City Plan Commissions for third class Cities.

Laws 1923, No. 330.

Borough Planning Department for Boroughs.

Laws 1923, No. 98.

Plan Commissions for Counties of second class.

SOUTH CAROLINA

Laws 1921, No. 417.

Park Commission for City of Spartanburg with city planning powers.

TENNESSEE

Private Acts 1921, Chapter 162.

City Plan Commissions for municipalities having population of 160,000.
(applies to Memphis)

Private Acts 1923, Vol. 2, Chapter 397.

City Plan Commissions for municipalities having population between
50,000 and 70,000. (Applies to Chattanooga.)

VERMONT

Laws 1921, No. 107.

Plan Commissions for Cities, Towns and Incorporated Villages.

WISCONSIN

General Statutes 1921, Pages 698-699.

Plan Commission for any City.

NEW YORK, NEW JERSEY COMPACT FOR PLANNING NEW YORK HARBOR.

New York Laws, 1921, Chapter 154; New Jersey Laws, P. L. 1921, page 412, Chapter 151, practically identical with it. See also the various reports of the commission appointed under New York 1917, Chapter 426, and New Jersey P. L. 1917, page 288, Chapter 130, and also New York Laws 1921, Chapter 203; and New Jersey Laws, P. L. 1921, Page 423, Chapter 152. For the original compact, see Laws, New York, 1834, Chapter 8; New Jersey P. L. 1834, Page 118; ratified by the United States, 4 U. S. Statutes at Large 708. (Citations from Williams, *The Law of City Planning and Zoning*, Page 597.)

Note—The Editor of this department of CITY PLANNING will be very glad to receive any additions to this list which may be known to our readers, and a notice of any received will be sent at once to the Division of Building and Housing.

SOME RECENT AMERICAN PLAN REPORTS

ASHEVILLE, N. C.

Asheville city plan, by John Nolen. 1925.

BIRMINGHAM, ALA.

A system of parks and playgrounds for Birmingham: preliminary report upon the park problems, needs, and opportunities of the city and its immediate surroundings, by Olmsted Brothers. 1925.

BOSTON, MASS.

City of Boston Park Department. Special report, 1925. (A. A. Shurtleff).

CANTON, O.

Preliminary report and program for city planning at Canton, Ohio. The City Planning Commission, December 1924. (Morris Knowles).

CINCINNATI, O.

The official city plan of Cincinnati, Ohio. Adopted by The City Planning Commission, 1925. (Technical Advisory Corporation.)

EVANSVILLE, IND.

Plans for the development of a system of major streets, Evansville, Indiana. Issued by the City Plan Commission, 1925. (Harland Bartholomew.)

NEW BRUNSWICK, N. J.

The New Brunswick plan. City Planning Commission, 1925. (Herbert S. Swan.)

SANTA BARBARA, CALIF.

Major traffic street plan, boulevard and park system. Reports of Charles H. Cheney, consultant in city planning, Olmsted Brothers, landscape architects. Adopted by the City Planning Commission and Board of Park Commissioners, 1924.

SARASOTA, FLA.

Report on comprehensive city plan for Sarasota, Florida. John Nolen, city planner, 1925.

NEW YORK STATE

Report of the Commission of Housing and Regional Planning to Governor Alfred E. Smith and to the legislature of the State of New York, March 6, 1925. (Annual report.)

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